

This third and final report of the Defense Base Closure and Realignment Commission brings to a close a unique and, in our view, remarkably successful experiment in open, participatory government.

Alan J. Dixon Chairman Alton W. Cornella Commissioner

Rebecca G. Cox Commissioner GEN James B. Davis, USAF (Ret.)

Commissioner

S. Lee Kling Commissioner RADM Benjamin F. Montoya, USN (Ret.)

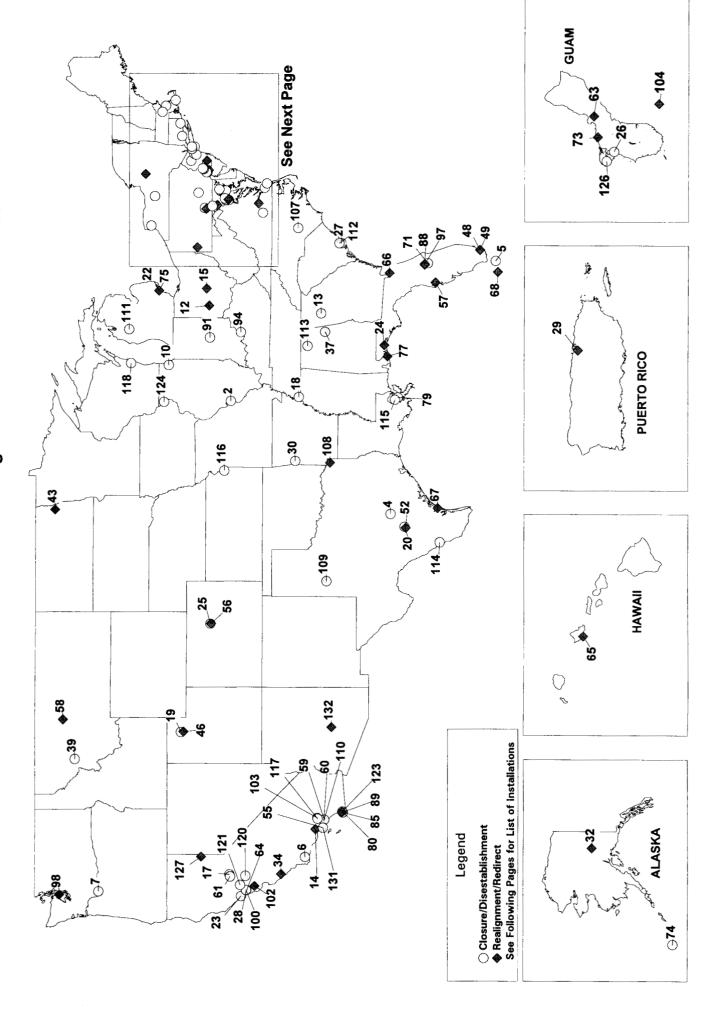
Commissioner

MG/Josue Robles, Jr., USA (Ret.) Commissioner

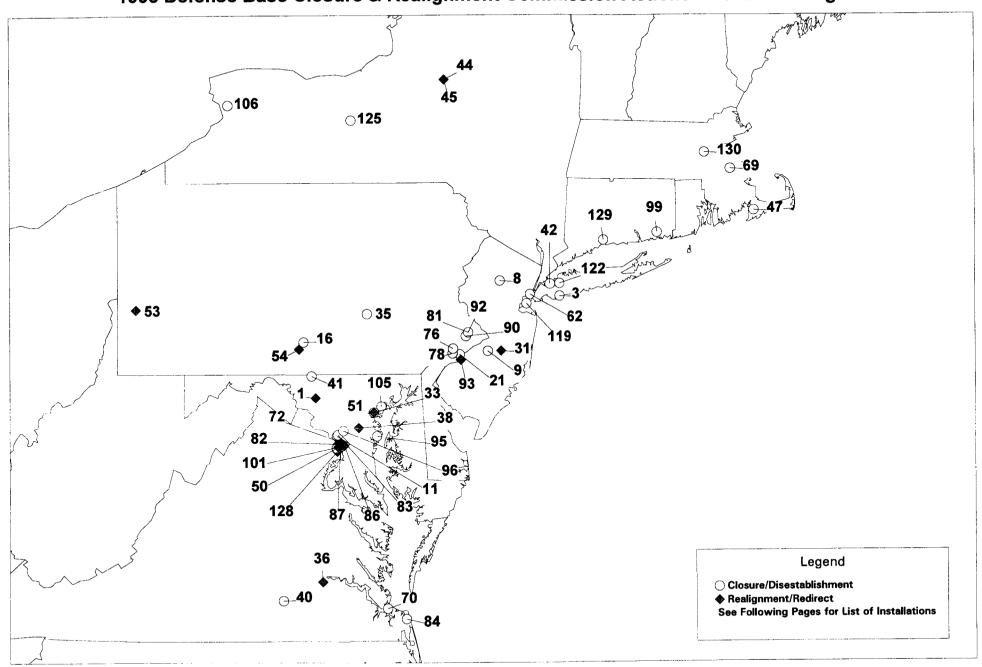
Wendi L. Steele Commissioner



1995 Defense Base Closure & Realignment Commission Actions



1995 Defense Base Closure & Realignment Commission Actions - Northeast Region



LIST OF 1995 DEFENSE BASE CLOSURE AND REALIGNMENT COMMISSION ACTIONS

Number	Name	Number	Name
\mathbf{i}^{\prime}	Army Bio-Medical Research Lab, Fort	31	Fort Dix, NJ
- W 7	Detrick, MD	32	Fort Greely, AK
2	Aviation-Troop Command	33	Fort Holabird, MD
F	(ATCOM), MO	34	Fort Hunter Liggett, CA
3	Bellmore Logistics Activity, NY	35	Fort Indiantown Gap, PA
4	Bergstrom AFB, TX	36	Fort Lee, VA
5	Big Coppett Key, FL	37	Fort McClellan, AL
6	Branch U.S. Disciplinary Barracks,	38	Fort Meade, MD
	Lompoc, CA	39	Fort Missoula, MT
7	Camp Bonneville, WA	40	Fort Pickett, VA
8	Camp Kilmer, NJ	41	Fort Ritchie, MD
9	Camp Pedricktown, NJ	42	Fort Totten, NY
10	Chicago O'Hare IAP ARS, IL	43	Grand Forks AFB, ND
11	Concepts Analysis Agency, Bethesda, MD	44	Griffiss AFB, 10th Infantry Airfield
12	DCMC International, Dayton, OH		Support, NY
13	DCMD South, Marietta, GA	45	Griffiss AFB, 485th Engineering
14	DCMD West, El Segundo, CA		Installation Group, NY
15	Defense Distribution Depot Columbus, OH	46	Hill AFB, UT
16	Defense Distribution Depot	47	Hingham Cohasset, MA
	Letterkenny, PA	48	Homestead ARB, 301st Rescue
17	Defense Distribution Depot McClellan, CA		Squadron, FL
18	Defense Distribution Depot	49	Homestead ARB, 726th Air Control
	Memphis, TN		Squadron, FL
19	Defense Distribution Depot	50	Information Systems Software Center, VA
	Ogden, UT	51	Investigations Control & Automation
20	Defense Distribution Depot		Directorate, MD
	San Antonio, TX	52	Kelly AFB, TX
21	Defense Industrial Supply Center,	53	Kelly Support Center, PA
	Philadelphia, PA	54	Letterkenny Army Depot, PA
22	Detroit Arsenal, MI	55	Long Beach Naval Shipyard, CA
23	East Fort Baker, CA	56	Lowry AFB, CO
24	Eglin AFB, FL	57	MacDill AFB, FL
25	Fitzsimons Army Medical Center, CO	58	Malmstrom AFB, MT
26	Fleet and Industrial Supply Center, Guam	59	MCAS, El Toro, CA
27	Fleet and Industrial Supply Center,	60	MCAS, Tustin, CA
	Charleston, SC	61	McClellan AFB, CA
28	Fleet and Industrial Supply Center,	62	Bayonne Military Ocean Terminal, NJ
	Oakland, CA	63	NAS, Agana, Guam
29	Fort Buchanan, Puerto Rico	64	NAS, Alameda, CA
30	Fort Chaffee, AR	65	NAS, Barbers Point, HI

Number	Name	Number	Name
66	NAS, Cecil Field, FL	96	NSWC, Dahlgren Division Detachment,
67	NAS, Corpus Christi, TX		White Oak, MD
68	NAS, Key West, FL	97	Nuclear Power Propulsion Training
69	NAS, South Weymouth, MA		Center, Orlando, FL
70	Nav. CC & Ocean Surveillance Center,	98	NUWC, Keyport, WA
	In-Service, East Coast Det., Norfolk, VA	99	NUWC, Newport Division,
71	Naval Research Laboratory, Underwater		New London, CT
	Sound Reference Det., Orlando, FL	100	Oakland Army Base, CA
72	Naval Security Group Command	101	Office of Naval Research, Arlington, VA
, –	Detachment, Washington, DC	102	Onizuka AGS, CA
73	Naval Activities, Guam	103	Ontario IAP AGS, CA
74	Naval Air Facility, Adak, AK	104	Public Works Center, Guam
75	Naval Air Facility, Detroit, MI	105	Publications Distribution Center,
76	Naval Air Technical Services Facility,		Baltimore, MD
	Philadelphia, PA	106	Real-Time Digitally Controlled Analyzer
77	Naval Aviation Depot, Pensacola, FL		Processor Activity, Buffalo, NY
78	Naval Aviation Engineering Services	107	Recreation Center #2, Fayetteville, NC
	Unit, Philadelphia, PA	108	Red River Army Depot, TX
79	Naval Biodynamics Laboratory,	109	Reese AFB, TX
	New Orleans, LA	110	Reserve Center Santa Ana, Irvine, CA
80	Naval CC & Ocean Surveillance Center,	111	Reserve Center, Cadillac, MI
	San Diego, CA	112	Readiness Command Region 7, Charles-
81	Naval CC & Ocean Surveillance Center,		ton, SC
	Warminster, PA	113	Reserve Center, Huntsville, AL
82	Naval Information Systems Management	114	Reserve Center, Laredo, TX
	Center, Arlington, VA	115	Readiness Command Region 10,
83	Naval Medical Research Institute,		New Orleans, LA
	Bethesda, MD	116	Air Reserve Center, Olathe, KS
84	Naval Management System Support	117	Reserve Center, Pomona, CA
	Office, Chesapeake, VA	118	Reserve Center, Sheboygan, WI
85	Naval Personnel Research &	119	Reserve Center, Staten Island, NY
	Development Center, San Diego, CA	120	Reserve Center, Stockton, CA
86	Naval Recruiting Command,	121	Rio Vista Army Reserve Center, CA
	Washington, DC	122	Roslyn AGS, NY
87	Naval Sea Systems Command,	123	Naval Recruiting District, San Diego, CA
	Arlington, VA	124	Savarına Army Depot Activity, IL
88	Naval Training Center, Orlando, FL	125	Seneca Army Depot, NY
89	Naval Training Center, San Diego, CA	126	Ship Repair Facility, Guam
90	NAWC, Aircraft Division, Open Water	127	Sierra Army Depot, CA
	Test Facility, Oreland, PA	128	Space & Naval Warfare Systems
91	NAWC, Aircraft Division, Indianapolis, IN		Command, Arlington, VA
92	NAWC, Aircraft Division, Warminster, PA	129	Stratford Army Engine Plant, CT
93	Naval Shipyard, Norfolk	130	Sudbury Training Annex, MA
	Detachment, Philadelphia, PA	131	Supervisor of Shipbuilding,
94	NSWC, Louisville, KY		Long Beach, CA
95	NSWC, Carderock Detachment,	132	Williams AFB, AZ
	Annapolis, MD		

EXECUTIVE SUMMARY

Closing military facilities is a difficult and painful process. Every installation recommended for closure or realignment has enjoyed a proud history and has offered a priceless service to our nation. At the same time, these installations have become an integral part of their local communities, and in turn, have received strong support from the local citizenry. Rightfully, these citizens are concerned about the effect of base closures on the economic livelihood of their communities.

The undeniable fact remains, however, that U.S. military requirements have been fundamentally altered. The end of the Cold War, combined with the growing urgency to reduce the Federal budget deficit, compels the United States to reduce and realign its military forces. To reduce the number of military installations in the United States, and to ensure the impartiality of the decision-making process, Congress enacted the Defense Base Closure and Realignment Act of 1990 (Public Law 101-510, as amended).

Signed by President George Bush on November 5, 1990, this Act established the independent Defense Base Closure and Realignment Commission (DBCRC). The Commission was established "to provide a fair process that will result in the timely closure and realignment of military installations inside the United States." Authorized to meet only during calendar years 1991, 1993, and 1995, the Commission's authority expires on December 31, 1995. (See Appendix F).

Because this is the third and final round under Public Law 101-510, the 1995 Commission is proud to have the opportunity to bring this process to a successful and prudent conclusion and to make suggestions regarding the future. The Commission has taken the approach that the base closure process should not be simply a budget cutting exercise. Base closures must be undertaken to reduce our nation's defense infrastructure in a deliberate way that will improve long-term military readiness and ensure that taxpayer dollars are spent in the most efficient way possible. The Commission's challenge was to develop a list of base closures and realignments that allows the Defense Department to maintain readiness, modernize our military, and preserve the force levels needed to maintain our security. The Commission believes that it has met this challenge.

In compliance with the Defense Base Closure and Realignment Act of 1990, the Secretary of Defense submitted a list of proposed military base closures and realignments to the Commission on February 28, 1995. The Secretary's 1995 recommended actions affected 146 domestic military installations, including 33 major closures, 26 major realignments, and an additional 27 changes to prior base closure round decisions, or "redirects." (See Appendix I). The statute also required the Secretary of Defense to base all recommendations on a force-structure plan submitted to Congress with the Department's FY 1996 budget request and on selection criteria developed by the Secretary of Defense and approved by Congress. For the 1995 Commission process, the Secretary of Defense announced that the selection criteria would be identical to those used during the 1991 and 1993 base closure rounds.

1995 DoD Force-Structure Plan

	FY1994	FY1997	FY1999
Army Divisions			
Active	13	10	10
Reserve	8	8	8
Marine Corps Divisions			
Active	3	3	3
Reserve	1	1.	1
Aircraft Carriers	12	11	11
Reserve Carriers	-	1	1
Carrier Airwings			
Active	11	10	10
Reserve	2	1	1
Battle Force Ships	387	363	344
Air Force Fighters			
Active	978	936	936
Reserve	795	504	504
Air Force Bombers			
Active	139	104	103
Reserve	12	22	26
DoD Personnel (End stren	ngth in thousands)		
Active Duty			
Army	543	495	495
Navy	468	408	394
Marine Corps	174	174	174
Air Force	426	385	382
TOTAL	1,611	1,462	1,445
Reserves and			
National Guard	997	904	893

1995 DoD Selection Criteria

Military Value

- 1. The current and future mission requirements and the impact on operational readiness of the Department of Defense's total force.
- 2. The availability and condition of land, facilities and associated airspace at both existing and potential receiving locations.
- 3. The ability to accommodate contingency, mobilization, and future total force requirements at both existing and potential receiving locations.
- 4. The cost and manpower implications.

Return on Investment

5. The extent and timing of potential costs and savings, including the number of years, beginning with the date of completion of the closure or realignment, for the savings to exceed the costs.

Impacts

- 6. The economic impact on communities.
- 7. The ability of both the existing and potential receiving communities' infrastructure to support forces, missions and personnel.
- 8. The environmental impact.

Upon receipt of the recommendations of the Secretary of Defense, the Commission is required to hold public hearings on the recommendations before making any findings. To change any of the Secretary's recommendations, Public Law 101-510 requires the Commission to find substantial deviation from the Secretary's force-structure plan and the final criteria approved by Congress.

Like previous DBCRC rounds, the 1995 Commission's process was a model of open government. Its recommendations resulted from an independent review of the Secretary of Defense's recommendations, without political or partisan influence. As part of its review and analysis process, the Commission solicited information from a wide variety of sources. Most importantly, communities affected by the recommendations played a major role in the Commission's process. Every major site proposed for closure or realignment was visited by at least one commissioner. These visits enabled the commissioners to gain a firsthand look at the installations. Commissioners also heard from members of the public about the effect that closures would have on local communities. The Commission held 13 investigative hearings, conducted 206 fact-finding visits to 167 military installations and activities, held 16 regional hearings nationwide, listened to hundreds of Members of Congress, and received thousands of letters from concerned citizens from across the country. All meetings were open to the public. All data received by the Commission, as well as all transcripts of Commission hearings, were available for public review. Throughout the process, the Commission staff members maintained an active and ongoing dialogue with communities, and met with community representatives at the Commission offices, during base visits, and during regional hearings.

At the Commission's investigative hearings, Commissioners questioned senior military and civilian officials of the Defense Department directly responsible for the Secretary's recommendations. Defense and base closure experts within the Federal government, private sector, and academia provided an independent assessment of the base closure process and the potential impacts of the Secretary of Defense's recommendations. Public Law 101-510, as amended, also requires the General Accounting Office (GAO) to evaluate DOD's selection process and recommendations, and provide the Commission and Congress a report containing their detailed analysis of the process by

April 15, 1995. GAO testified before the Commission on April 17, 1995, presenting its findings and recommendations. All of the Commission's hearings and deliberations were held in public. Many were broadcast on national television (see Appendices O and P).

Based on military installation visits, hearings, and its review and analysis, the Commission voted to consider alternatives and additions to the Secretary's list. On March 7, 1995, and again on May 10, 1995, the Commission voted to consider a total of 32 installations as possible alternatives and additions to the 146 bases recommended for closure or realignment by the Secretary of Defense (see Appendix I).

Communities that contributed to our country's national security by hosting a military facility for many years should rest assured their concerns were heard, carefully reviewed, and analyzed. The Commission would also like to reassure communities there can be life after a base is closed. Economic recovery is, however, in large part dependent upon a concerted community effort to look towards the future. The same dedicated effort expended by communities over the last several months to save their bases should be redirected towards building and implementing a reuse plan that will revitalize the community and the local economy.

The Department of Defense Office of Economic Adjustment (OEA) was established to help communities affected by base closures, as well as other defense program changes. The OEA's principal objective is to help the communities affected by base closures to maintain or restore economic stability. According to an OEA survey, approximately 158,000 new jobs were created between 1961 and 1992 to replace nearly 93,000 jobs lost as a result of base closures. The OEA has also been working with 47 communities located near bases recommended for closure by the 1988 and 1991 Commissions, and has provided \$20 million in grants to help communities develop reuse plans.

As part of the 1995 Commission's interest in postclosure activities, the Commission also reviewed and developed recommendations on how to improve the Federal government's performance in the area of conversion and reuse of military installations. The 1988, 1991, and 1993 base closure rounds have resulted in more than 70 major, and almost 200 smaller, base closings. The Federal

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government has an obligation to assist local communities in the challenge of replacing the base in the local economy. The Commission held two hearings in which local elected officials, private sector groups, and officials from the Federal government presented testimony on post-closure activities of the Federal government, and includes its findings and recommendations in chapter 2 of this report.

The commissioners selected for the 1995 Defense Base Closure and Realignment Commission have diverse backgrounds in public service, business, and the military (see Appendix Q). In accordance with Public Law 101-510, as amended, two commissioners were nominated in consultation with the Speaker of the U.S. House of Representatives, two in consultation with the U.S. Senate Majority Leader, and one commissioner with the advice of each of the Minority Leaders of the House and Senate. The remaining two nominations were made independently by the President, who also designated one of the eight commissioners to serve as the Chairman.

The Commission staff included experts detailed from several government agencies, including the Department of Commerce, the Environmental Protection Agency, the Federal Aviation Administration, the Federal Emergency Management Agency, the General Accounting Office, as well as the Department of Defense (see Appendix R). Ten professional staff members were detailed by the General Accounting Office to serve full-time on the Commission's Review and Analysis staff. All detailees fully participated in all phases of the review and analysis effort; they verified data, visited candidate bases, participated in local hearings, and testified before the Commission at its public deliberative hearings.

Costs and Savings of the Commission's Recommendations

After thorough review and analysis, the Commission recommends the closure or realignment of 132 military installations in the United States. This total includes 123 of the 146 closure or realignment recommendations of the Secretary of Defense, and 9 of the 36 military installations identified by the Commission as candidates for consideration during its deliberations.

The Commission estimates that the closure or realignment of these 132 military installations will

1995 Closure & Recommendations (\$ in Millions)

	1-Time Cost	Annual Savings	20-Year Savings
DoD Submission (28 February 1995)	3,743	1,768	21,026
DoD Revised Baseline*	3,521	1,569	18,994
Final Commission Results	3,561	1,606	19,317
Change from DoD Revised Baseline	+40	+37	+323

^{*}Reflects revisions in costs and savings estimates submitted to the Commission by the Defense Department, as well as the removal of the following installations from the list as requested by the Secretary of Defense: Kirtland Air Force Base, NM; Dugway Proving Ground, UT; Caven Point Reserve Center, NJ; and Valley Grove Area Maintenance Support Activity, WV.

require one-time, upfront costs of \$3.6 billion, and will result in annual savings of \$1.6 billion once implemented. Over the next 20 years, the total savings will be approximately \$19.3 billion.

The preceding table summarizes the costs and savings estimates of the recommendations submitted to the Commission by the Secretary of Defense on February 28; the costs and savings of these estimates as revised by the military services as a result of site surveys taken after the submission of the original recommendations, as well as the removal of certain installations from the original list by the Secretary of Defense; and the costs and savings estimates of the Commission proposals contained in this report.

While the Commission believes that the one-time costs of implementing its recommendations will exceed the Defense Department's revised estimates by \$40 million, the annual savings and 20-year savings from the Commission's recommendations will exceed the Defense Department's revised estimates by \$37 million and \$323 million, respectively. These 1995 recommendations represent the first time that the Defense Base Closure and Realignment Commission has recommended savings greater than those proposed by the Secretary of Defense.

The following list summarizes the closure and realignment recommendations of the 1995 Defense Base Closure and Realignment Commission.

1995 Defense Base Closure and Realignment Commission Recommendations

Part I: Major Base Closures

DEPARTMENT OF THE ARMY

Fort McClellan, AL
Fort Chaffee, AR
Oakland Army Base, CA
Fitzsimons Army Medical Center, CO
Savanna Army Depot Activity, IL
Fort Ritchie, MD
Bayonne Military Ocean Terminal, NJ
Seneca Army Depot, NY
Fort Indiantown Gap, PA
Fort Pickett, VA

DEPARTMENT OF THE NAVY

Naval Air Facility, Adak, AK
Long Beach Naval Shipyard, CA
Ship Repair Facility, GU
Naval Air Warfare Center, Aircraft Division,
Indianapolis, IN
Naval Surface Warfare Center, Crane Division
Detachment, Louisville, KY
Naval Surface Warfare Center, Dahlgren Division
Detachment, White Oak, MD
Naval Air Station, South Weymouth, MA
Naval Air Warfare Center, Aircraft Division,
Warminster, PA

DEPARTMENT OF THE AIR FORCE

McClellan Air Force Base, CA
Ontario International Airport Air Guard
Station, CA
Chicago O'Hare International Airport Air Reserve
Station, IL
Roslyn Air Guard Station, NY
Bergstrom Air Reserve Base, TX
Reese Air Force Base, TX

DEFENSE LOGISTICS AGENCY

Defense Distribution Depot McClellan, CA Defense Distribution Depot Memphis, TN Defense Distribution Depot San Antonio, TX Defense Distribution Depot Ogden, UT

Part II: Major Base Realignments

DEPARTMENT OF THE ARMY

Fort Greely, AK Fort Hunter Liggett, CA Sierra Army Depot, CA Fort Meade, MD Detroit Arsenal, MI Fort Dix, NJ Charles E. Kelly Support Center, PA Letterkenny Army Depot, PA Fort Buchanan, PR Red River Army Depot, TX Fort Lee, VA Department of the Navy Naval Air Station, Key West, FL Naval Activities, GU Naval Air Station, Corpus Christi, TX Naval Undersea Warfare Center, Keyport, WA

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DEPARTMENT OF THE AIR FORCE

Onizuka Air Station, CA
Eglin Air Force Base, FL
Malmstrom Air Force Base, MT
Grand Forks Air Force Base, ND
Kelly Air Force Base, TX
Hill Air Force Base, UT (Utah Test and
Training Range)

Part III: Smaller Base or Activity Closures, Realignments, Disestablishments or Relocations

DEPARTMENT OF THE ARMY

Branch U.S. Disciplinary Barracks, CA East Fort Baker, CA Rio Vista Army Reserve Center, CA Stratford Army Engine Plant, CT Big Coppett Key, FL Concepts Analysis Agency, MD Fort Holabird, MD Publications Distribution Center Baltimore, MD Hingham Cohasset, MA Sudbury Training Annex, MA Aviation-Troop Command (ATCOM), MO Fort Missoula, MT Camp Kilmer, NJ Camp Pedricktown, NI Bellmore Logistics Activity, NY Fort Totten, NY Recreation Center #2, Fayetteville, NC Information Systems Software Center (ISSC), VA Camp Bonneville, WA

DEPARTMENT OF THE NAVY

Fleet and Industrial Supply Center Oakland, CA Naval Command, Control and Ocean Surveillance Center, In-Service Engineering West Coast Division, San Diego, CA Naval Personnel Research and Development Center, San Diego, CA Supervisor of Shipbuilding, Conversion and Repair, USN, Long Beach, CA Naval Undersea Warfare Center-Newport Division, New London Detachment, New London, CT Naval Research Laboratory, Underwater Sound Reference Detachment, Orlando, FL Fleet and Industrial Supply Center, GU Public Works Center, GU Naval Biodynamics Laboratory, New Orleans, LA Naval Medical Research Institute, Bethesda, MD

Naval Surface Warfare Center, Carderock Division

Detachment, Annapolis, MD

Philadelphia, PA Naval Air Technical Services Facility, Philadelphia, PA Naval Air Warfare Center, Aircraft Division, Open Water Test Facility, Oreland, PA Naval Command, Control and Ocean Surveillance Center, RDT&E Division Detachment, Warminster, PA Fleet and Industrial Supply Center, Charleston, SC Naval Command, Control and Ocean Surveillance Center, In-Service Engineering East Coast Detachment, Norfolk, VA Naval Information Systems Management Center, Arlington, VA Naval Management Systems Support Office, Chesapeake, VA

Naval Aviation Engineering Support Unit,

Navy/Marine Reserve Activities

Naval Reserve Centers at: Huntsville, AL Stockton, CA Santa Ana, Irvine, CA Pomona, CA Cadillac, MI Staten Island, NY Laredo, TX Sheboygan, WI

Naval Air Reserve Center at: Olathe, KS

Naval Reserve Readiness Commands at: New Orleans, I.A (Region 10) Charleston, SC (Region 7)

DEPARTMENT OF THE AIR FORCE

Real-Time Digitally Controlled Analyzer Processor Activity, Buffalo, NY

DEFENSE LOGISTICS AGENCY

Marietta, GA
Defense Contract Management Command International, Dayton, OH
Defense Distribution Depot Columbus, OH
Defense Distribution Depot Letterkenny, PA
Defense Industrial Supply Center Philadelphia, PA

Defense Contract Management District South,

DEFENSE INVESTIGATIVE SERVICE

Investigations Control and Automation Directorate, Fort Holabird, MD

Part IV: Changes to Previously Approved BRAC Recommendations

DEPARTMENT OF THE ARMY

Tri-Service Project Reliance, Army Bio-Medical Research Laboratory, Fort Detrick, MD

DEPARTMENT OF THE NAVY

Marine Corps Air Station, El Toro, CA Marine Corps Air Station, Tustin, CA Naval Air Station Alameda, CA Naval Recruiting District, San Diego, CA Naval Training Center, San Diego, CA Naval Air Station, Cecil Field, FL Naval Aviation Depot, Pensacola, FL Navy Nuclear Power Propulsion Training Center, Naval Training Center, Orlando, FL Naval Training Center, Orlando, FL Naval Air Station Agana, GU Naval Air Station Barbers Point, HI Naval Air Facility Detroit, MI Naval Shipyard, Norfolk Detachment, Philadelphia, PA Naval Sea Systems Command, Arlington, VA Office of Naval Research, Arlington, VA Space and Naval Warfare Systems Command, Arlington, VA Naval Recruiting Command, Washington, DC

DEPARTMENT OF THE AIR FORCE

Potomac, Washington, DC

Williams Air Force Base, AZ
Lowry Air Force Base, CO
Homestead Air Force Base, FL (301st Rescue Squadron)
Homestead Air Force Base, FL (726th Air Control Squadron)
MacDill Air Force Base, FL
Griffiss Air Force Base, NY (Airfield Support for 10th Infantry Division [Light])
Griffiss Air Force Base, NY (485th Engineering Installation Group)

Naval Security Group Command Detachment

DEFENSE LOGISTICS AGENCY

Defense Contract Management District West, El Segundo, CA

Part V: DoD Recommendations Rejected by the Commission

PROPOSED CLOSURES REJECTED BY THE COMMISSION

Moffett Federal Airfield AGS, CA Naval Health Research Center, San Diego, CA North Highlands Air Guard Station, CA Price Support Center, IL Selfridge Army Garrison, MI Naval Air Station Meridian, MS Naval Technical Training Center Meridian, MS Naval Air Warfare Center, Aircraft Division, Lakehurst, NI Rome Laboratory, Rome, NY Springfield-Beckley MAP Air Guard Station, OH Greater Pittsburgh IAP Air Reserve Station, PA Air Force Electronic Warfare Evaluation Simulator Activity, Fort Worth, TX Brooks Air Force Base, TX Defense Distribution Depot Red River, TX

PROPOSED REALIGNMENTS REJECTED BY THE COMMISSION

Robins Air Force Base, GA Fort Hamilton, NY Tinker Air Force Base, OK Hill Air Force Base, UT

PROPOSED RECOMMENDATIONS REJECTED BY THE COMMISSION AT THE REQUEST OF THE SECRETARY OF DEFENSE

Caven Point Reserve Center, NJ Kirtland Air Force Base, NM Dugway Proving Ground, UT Valley Grove Area Maintenance Support Activity (AMSA), WV

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CHAPTER 1 COMMISSION FINDINGS AND RECOMMENDATIONS

The Secretary of Defense, in compliance with Public Law 101-510, as amended, officially transmitted his recommendations for base closures and realignments to the Defense Base Closure and Realignment Commission on February 28, 1995. The Commission held 13 investigative hearings, conducted 206 fact-finding visits to 167 military installations and activities, held 16 regional hearings nationwide, listened to hundreds of Members of Congress, and received hundreds of thousands of letters from concerned citizens from across the country. By June 22, 1995, the Defense Base Closure and Realignment Commission had completed its review and analysis of the Secretary's recommendations, and began its final, two days of deliberations, all in public. This chapter contains a summary of the Commission's findings and its recommendations for closures and realignments.

Information on each of the Commission's base closure and realignment decisions is presented below. The paragraphs entitled "Secretary of Defense Recommendations" and "Secretary of Defense Justifications" were taken verbatim from the *Department of Defense Base Closure and Realignment Report* dated March 1995. The paragraphs entitled "Community Concerns" provide a brief summary of arguments presented to the Commission by local communities; they are not all-inclusive. Where applicable, substantial deviations from the application of the force-structure plan and final criteria are identified.

Department of the Army

Fort McClellan, Alabama

Category: Training Schools
Mission: Fort McClellan is home to the U.S. Army
Chemical School, U.S. Army Military Police
School, and the DoD Polygraph Institute,
and the site of the nation's only Chemical
Defense Training Facility
One-time Cost: \$231.0 million

Savings: 1996-2001: \$-109.5 million (Cost)

Annual: \$40.6 million

Return on Investment: 2005 (6 years)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Fort McClellan, except minimum essential land and facilities for a Reserve Component enclave and minimum essential facilities, as necessary, to provide auxiliary support to the chemical demilitarization operation at Anniston Army Depot. Relocate the U. S. Army Chemical and Military Police Schools to Fort Leonard Wood, Missouri, upon receipt of the required permits. Relocate the Defense Polygraph Institute (DODPI) to Fort Jackson, South Carolina. License Pelham Range and current Guard facilities to the Alabama Army National Guard.

Secretary of Defense Justification

This closure recommendation is based upon the assumption that requisite permits can be granted to allow operation of the Chemical Defense Training Facility at Fort Leonard Wood, Missouri. The Governor of the State of Missouri has indicated that an expeditious review of the permit application can be accomplished.

Collocation allows the Army to focus on the doctrinal and force development requirements of Engineers, Military Police, and the Chemical Corps. The synergistic advantages of training and development programs are: coordination, employment, and removal of obstacles; conduct of river crossing operations; operations in rear areas or along main supply routes; and counter-drug operations. The missions of the three branches will be more effectively integrated.

This recommendation differs from the Army's prior closure recommendations submitted to the 1991 and 1993 Commissions. The Army will relocate the Chemical Defense Training Facility (CDTF) to Fort Leonard Wood, Missouri. By relo-

cating the CDTF, the Army can continue providing live-agent training to all levels of command. The Army is the only service that conducts live agent training, and it will continue this training at Fort Leonard Wood.

The Army has considered the use of some Fort McClellan assets for support of the chemical demilitarization mission at Anniston Army Depot. The Army will use the best available assets to provide the necessary support to Anniston's demilitarization mission.

Community Concerns

The Fort McClellan community believes that DoD failed to comply with the 1993 Commission's direction to pursue permits prior to recommendation. They further argue the issued permits may be invalid, and obtaining a hazardous waste permit may delay completion of a Chemical Defense Training Facility (CDTF) at Fort Leonard Wood beyond 6 years. The community estimates the cost of a new CDTF at up to \$70 million, and the cost of environmental remediation of the existing site at \$50 million. The community claims that building a new CDTF risks the loss of live-agent chemical training should environmental litigation at Fort Leonard Wood prevail following closure of Fort McClellan. The recommended move, the community argues, also risks turbulence in chemical and military police training at a time when those specialties have been identified as particularly essential to the services' missions. The community also sees a risk in reducing the Chemical School to a department of a larger school, costing the Chemical School the influence and prominence needed to carry out its national and international role. The Fort McClellan community claims that environmental restrictions on smoke training at Fort Leonard Wood would imperil the training mission. The community notes the economic impact of this proposal was the highest for any Army closure, and the National Guard enclave and environmental cleanup sites would leave little of the post available for community reuse.

Commission Findings

The Commission found the Department of the Army complied to the extent possible with the 1993 Commission's directive to pursue all necessary environmental permits before submitting a recommendation to close Fort McClellan. Accordingly, the Army prepared the applications and

submitted them concurrently with the recommendation on March 1, 1995.

The Commission found determining the validity of individual state-issued permits was beyond the Commission's charter; other avenues of appeal exist to determine their validity. The Commission concurred, however, with the finding that a hazardous waste permit, under the Resource Conservation and Recovery Act, was not required for operation of the Chemical Defense Training Facility, as evidenced by the successful operation of the Fort McClellan CDTF without such a permit, and information supplied by the Army to the State of Missouri. The Commission found that all permits issued by the State of Missouri conformed to the Army's requests. The Commission further found permits, once issued, were vested as property rights of Fort Leonard Wood, making revocation difficult. The Commission found the Army's projected construction cost of a new CDTF to be reasonable.

With regard to the support provided by the Army to the chemical demilitarization operation at Anniston Army Depot, the Commission found the Army accounted for the costs of such support, but did not specify the assets to be used. The Commission further found the Army's commitment was to supply particular capabilities, independent of where those capabilities were stationed.

The economic impact on the Anniston, Alabama, area was found to be significant.

Minimizing turbulence when moving the Chemical School to Fort Leonard Wood was found to be a challenge to Army management. To ensure the capability for live-agent training was maintained, however, the Commission revised the DoD recommendation to require that the Fort McClellan CDTF not be closed until a similar facility was operational at Fort Leonard Wood.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 1 and 2. Therefore, the Commission recommends the following: close Fort McClellan, except minimum essential land and facilities for a Reserve Component enclave, minimum essential facilities, as necessary, to provide auxiliary support to the chemical demilitarization operation at Anniston Army Depot, Alabama, and the Chemical Defense

Training Facility (CDTF). The CDTF will operate at Fort McClellan until such time as the capability to operate a replacement at Fort Leonard Wood, Missouri, is achieved. Relocate the U.S. Army Military Police School and the U.S. Army Chemical School to Fort Leonard Wood, Missouri. Relocate the Defense Polygraph Institute (DODPI) to Fort Jackson, South Carolina. License Pelham Range and current Guard facilities to the Alabama Army National Guard. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Fort Greely, Alaska

Category: Major Training Areas
Mission: Provide administrative and logistical
support to the Northern Warfare Training
Center and the Cold Regions Test Activity;
assist military organizations and units
in their training

One-time Cost: \$23.1 million Savings: 1996-2001: \$38.7 million

Annual: \$17.9 million

Return on Investment: 1999 (1 year)

FINAL ACTION: Realign

Secretary of Defense Recommendation

Realign Fort Greely by relocating the Cold Region Test Activity (CRTA) and Northern Warfare Training Center (NWTC) to Fort Wainwright, Alaska.

Secretary of Defense Justification

Fort Greely currently supports two tenant activities (CRTA and NWTC) and manages training areas for maneuver and range firing. Over 662,000 acres of range and training areas are used by both the Army and the Air Force. These valuable training lands will be retained.

The Army has recently reduced the NWTC by over half its original size and transferred oversight responsibilities to the U.S. Army, Pacific. The garrison staff will reduce in size and continue to support the important testing and training missions. The Army intends to use Fort Wainwright as the base of operations (107 miles away) for these activities, and "safari" them to Fort Greely, as necessary. This allows the Army to reduce its presence at Fort Greely, reduce excess capacity and perform essential missions at a much lower cost. The Army intends to retain facilities at Bolio Lake (for CRTA), Black Rapids (for NWTC), Allen Army Airfield, and minimal necessary garrison facilities to maintain the installation for contingency missions.

Community Concerns

Residents of the Delta Junction community have expressed strong opposition to the DoD recommendation based upon Fort Greely's military value as a major training area, its unique location in the Cold Triangle, which facilitates almost year-round testing by the Cold Regions Test Activity, and the severe economic impact that the area would suffer upon realignment. Community leaders and citizens emphasized that with no other economic base, the recommendation could have a devastating impact on the area, and diminish the size of the local school population by half.

Commission Findings

The Commission found the Army plans to continue its actual arctic testing and arctic training activities at Fort Greely. Fort Greely is in the most suitable location, the North American Cold Triangle, to conduct arctic activities. The Commission found the realignment to Fort Wainwright of those personnel and functions not required to support the Cold Regions Test Activity and the Northern Warfare Training Center at Fort Greely is operationally sound and will generate significant savings.

The Commission also found increased base operating efficiencies would occur if the headquarters and support elements for the Cold Regions Test Activity and Northern Warfare Training Center move to Fort Wainwright. The Commission found that personnel can travel to Fort Greely's Bolio Lake and Black Rapids training facilities to perform their mission, when NWTC courses or CRTA testing is required. While the Commission found the economic impact on Delta Junction, Alaska, and its local school system will be serious, these factors were outweighed by both the military value and significant savings that will result from implementation of the Secretary's Recommendation. To lessen the economic impact and to facilitate community planning for the future, the Commission further found the execution phase of the recommendation should not begin earlier than July 1997, the latest date permitted by Public Law 101-510 to begin a move, and should not be completed before July 2001, the latest date permitted to complete a move. The Army is encouraged to ensure that buildings and facilities at Fort Greely which do become non-essential as a result of the realignment shall be maintained in good working condition to maximize future reuse possibilities.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 1, 4, and 5. Therefore, the Commission recommends the following: realign Fort Greely by relocating the Cold Regions Test Activity (CRTA) and the Northern Warfare Training Center (NWTC) to Fort Wainwright, Alaska, but begin the move no earlier than July 1997. The move should not be completed earlier than July 2001. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Fort Chaffee, Arkansas

Category: Major Training Areas

Mission: Support active Army and Reserve

Component training One-time Cost: \$9.6 million Savings: 1996-2001: \$38.2 million

Annual: \$13.4 million

Return on Investment: 1999 (1 year)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Fort Chaffee, except minimum essential buildings, and ranges for Reserve Component (RC) training as an enclave.

Secretary of Defense Justification

In the past ten years, the Army has significantly reduced its active and reserve forces. The Army must reduce excess infrastructure to meet future requirements.

Fort Chaffee is the former home of the Joint Readiness Training Center (JRTC). In 1991, the Defense Base Closure and Realignment Commission approved the JRTC's relocation to Fort Polk, LA. The transfer was completed in 1992. The post is managed by an Active Component/civilian staff, although it possesses virtually no Active Component tenants.

Fort Chaffee ranked last in military value when compared to other major training area installations. The Army will retain some ranges for use by the RC units stationed in the area. Annual training for Reserve Component units which now use Fort Chaffee can be conducted at other installations in the region, including Fort Polk, Fort Riley and Fort Sill. The Army intends to license required land and facilities to the Army National Guard.

Community Concerns

The community believes that the military value was improperly assessed, dropping from fifth of ten in 1993, to last among the same ten installations in 1995. The Arkansas Army and Air National Guard are concerned about the future use of both maneuver acreage and the Razorback Range aerial bombing and strafing course, and wish to retain the ranges and most of the maneuver areas. They contend that stopping Reserve Component annual training at Fort Chaffee, and traveling out of state, will cause the quality of training and readiness to suffer severely. Additionally, they believe the increased costs and time required to travel greater distances will result in no significant overall savings. The community further argued DoD should not close Fort Chaffee so that current tenant activities could remain. Finally, concern was expressed that employer support for the Reserve Components may dwindle if additional time away from work is required by employees to get to and from more distant training locations.

Commission Findings

The Commission found the Army evaluated all its major training area installations equally. The Commission also found the Army's process of integrating a quantitative installation assessment with a qualitative operational blueprint, based upon operational and stationing requirements of the Army Stationing Strategy, is a sound approach to develop a military value assessment (MVA) for each installation in this category.

The Commission carefully considered the change in Fort Chaffee's military value assessment from 1993 to 1995, validating the ranking that resulted from changes in the attributes and weights, and found them equally applied to all installations in this category. The Commission found the Army's original recommendation, which omitted any reference to training land remaining in the enclave, was a legitimate concern of the National Guard and other Reserve Component units, as it decreased their ability to meet training requirements. Therefore, the Commission found the remaining enclave, after closure, must contain sufficient maneuver and artillery training areas to meet the needs of the Guard and Reserve. Because of potential problems with increased travel times to more distant installations, the Commission found the National Guard and other RC

units must have access to the training area for both individual and annual training purposes.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from the force-structure plan and final criteria 1 and 2. Therefore, the Commission recommends the following: close Fort Chaffee, except minimum essential ranges, facilities, and training areas as a Reserve Component training enclave to permit the conduct of individual and annual training. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Branch U.S. Disciplinary Barracks, Lompoc, California

Category: Minor Installation

Mission: Currently has no military mission

One-time Cost: None Savings: 1996-2001: None

Annual: None

Return on Investment: 1996 (Immediate)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Branch U.S. Disciplinary Barracks (USDB), Lompoc, CA.

Secretary of Defense Justification

Branch USDB, Lompoc consists of approximately 4,000 acres and 812,000 square feet of detention facilities. It is permitted to and operated by the Federal Bureau of Prisons. There are no Army activities on USDB, Lompoc. Accordingly, it is excess to the Army's requirements.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found no reason to disagree with the recommendation of the Secretary of Defense.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: close Branch U.S. Disciplinary Barracks (USDB), Lompoc, California.

East Fort Baker, California

Category: Minor Installation

Mission: Provides facilities and housing

One-time Cost: \$11.9 million

Savings: 1996-2001: \$-7.6 million (Cost)

Annual: \$1.3 million

Return on Investment: 2009 (11 years)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close East Fort Baker. Relocate all tenants to other installations that meet mission requirements. Return all real property to the Golden Gate National Recreation Area.

Secretary of Defense Justification

East Fort Baker is at the north end of the Golden Gate Bridge in Marin County, CA. The post consists of approximately 347 acres and 390,000 square feet of facilities. It provides facilities and housing for the Headquarters, 91st Training Division (U.S. Army Reserve) and the 6th Recruiting Brigade, Army Recruiting Command. The 91st Training Division has a requirement to remain in the San Francisco Bay area, while the 6th Recruiting Brigade has a regional mission associated with the western United States. Both the 6th Recruiting Brigade and the 91st Training Division can easily relocate to other installations. The 91st Training Division will relocate to Parks Reserve Forces Training Area, where it better aligns with its training mission. Closing East Fort Baker saves operations and support costs by consolidating tenants to other military installations without major construction.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found no reason to disagree with the recommendation of the Secretary of Defense.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: close East Fort Baker. Relocate all tenants to other installations that meet mission requirements. Return all real property to the Golden Gate National Recreation Area.

Fort Hunter Liggett, California

Category: Major Training Areas
Mission: Home of the Test and Experimentation
Command Experimentation Center and the
major maneuver training area for the
California Army National Guard and
western United States Army Reserve forces
One-time Cost: \$6.7 million

Savings: 1996-2001: \$12.5 million

Annual: \$5.7 million

Return on Investment: 1999 (1 year)

FINAL ACTION: Realign

Secretary of Defense Recommendation

Realign Fort Hunter Liggett by relocating the U.S. Army Test and Experimentation Center (TEC) missions and functions to Fort Bliss, Texas. Eliminate the Active Component mission. Retain minimum essential facilities and training area as an enclave to support the Reserve Components (RC).

Secretary of Defense Justification

Fort Hunter Liggett is low in military value compared to other major training area installations and has few Active Component tenants. Relocation of the Test and Experimentation Center optimizes the unique test capabilities afforded by Fort Bliss and White Sands Missile Range.

Fort Hunter Liggett's maneuver space is key to Reserve Component training requirements. Since it is a primary maneuver area for mechanized units in the western United States, retention of its unique training lands is essential.

Community Concerns

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Local and state officials are concerned with the cumulative economic impact of previous base closure and realignment actions, coupled with recent major fires and floods in this sparsely populated area. Residents do not want the Test and Experimentation Command's Experimentation Center to move to Fort Bliss, Texas. They maintain that Fort Hunter Liggett, with its varied terrain, a natural bowl surrounded by hills, which permits non-eyesafe laser testing, low artificial light, and no radio frequency interference, is the premier location for operational testing. They believe that possible frequency interference, arid desert conditions, and proximity to the large city of El Paso, make Fort Bliss undesirable as a test site. Some believe Fort Hunter Liggett should have been evaluated as a proving ground or an operational test facility, instead of as a major training area. The California Army National Guard is keenly interested in training at the installation and retaining access to ranges and training areas.

Commission Findings

The Commission found the Army properly evaluated Fort Hunter Ligget as a major training area and found no basis to change the installation's category. The realignment of this installation ends the Active Component presence while preserving the U. S. Army Reserve Command garrison. The Army will license the training facilities and training area to the California National Guard as part of the realignment.

The Commission examined the community's claim that Fort Hunter Ligget is ideal for TEC's location and found them to be accurate. The community believed relocation of TEC to Fort Bliss would be unwise, unworkable, and too expensive. The Commission examined each issue raised by advocates of keeping TEC in California and found noneye-safe laser testing within a 360-degree area is not required for most tests, the frequency conflict between White Sands Missile Range and TEC telemetry can be resolved by coordination of future tests, and the Army has plans to digitize required areas of Fort Bliss. The Commission found although Fort Hunter Ligget is suited to its current mission, the mission can be relocated to Fort Bliss without disruption, and the Army will achieve substantial savings as a result.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: realign Fort Hunter Liggett by relocating the U.S. Army Test and Experimentation Center (TEC) missions and functions to Fort Bliss, Texas. Eliminate the Active Component mission. Retain minimum essential facilities and training area as an enclave to support the Reserve Components (RC).

Oakland Army Base, California

Category: Ports
Mission: Manage movement of DoD cargo
throughout the western US and Pacific;
manage port operations on the West
Coast and at Pacific locations
One-time Cost: \$36.5 million

Savings: 1996-2001: \$22.9 million Annual: \$15.9 million Return on Investment: 2000 (2 years)

FINAL ACTION: Close

Secretary of Defense Recommendation

None. The Commission added this military installation to the list of bases to be considered by the Commission for closure or realignment as a proposed change to the list of recommendations submitted by the Secretary of Defense.

Community Concerns

The community argues Oakland Army Base provides a critical capability during any major regional contingency. Without Oakland, significant combat forces deploying from Continental United States (CONUS) will not arrive in time to meet the theater commander's required delivery dates. Further, Oakland can efficiently ship overweight, oversized, and non-container military cargo that commercial ports have difficulty handling. The community contends Oakland's availability on short notice and its secure operating environment offer vital flexibility to military planners. Commercial facilities are becoming increasingly unwilling to guarantee staging and berthing space, within 48 hours, to military cargo. Because commercial facilities are operating near capacity, they are hesitant to disrupt normal traffic, fearing damage to customer relationships and their long term profitability.

Commission Findings

The Commission found the normal workload of Oakland Army Base does not justify its continued operation as a military terminal. Oakland's role in a west region contingency is based on transportation feasibility analysis that models an obsolete force structure and stationing plan. To date, DoD has not conducted analysis of Oakland's requirements from a ten division Army viewpoint. The Commission observed DoD transportation engineers list six commercial ports on the West Coast capable of deploying a mechanized infantry division. Further, the Commission acknowledged at least two other military ports on the West Coast handled military cargo in support of Desert Storm. The Commission addressed the growing resistance by commercial operators to disrupt commercial traffic to give priority to military needs. They noted the Maritime Administration (MARAD), Port Authorities, and DoD were undertaking two initiatives to address the issue. The Commission

recognized legal means exist under the National Shipping Authority Service Priority Orders to obtain priority for military cargo in contingency situations. Based on deliberations, the Commission found the Secretary of Defense had deviated substantially from operational blueprint criteria by not recommending closure of Oakland Army Base.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criterion 1. Therefore, the Commission recommends the following: close Oakland Army Base, California. Relocate Military Traffic Management Command—Western Area and 1302nd Major Port Command to locations to be determined. Enclave Army Reserve elements. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Rio Vista Army Reserve Center, California

Category: Minor Installation Mission: Formerly supported an Army Reserve watercraft unit

One-time Cost: None

Savings: 1996-2001: \$0.6 million

Annual: \$0.1 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Rio Vista Army Reserve Center.

Secretary of Defense Justification

Rio Vista Army Reserve Center consists of approximately 28 acres. It formerly supported an Army Reserve watercraft unit. Since Reserve Components no longer use Rio Vista Reserve Center, it is excess to the Army's requirements. Closing Rio Vista will save base operations and maintenance funds and provide reuse opportunities for approximately 28 acres.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found no reason to disagree with the recommendation of the Secretary of Defense.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: close Rio Vista Army Reserve Center.

Sierra Army Depot, California

Category: Ammunition Storage Installations
Mission: Receive, store, maintain, issue, demilitarize, and calibrate special weapons, conventional ammunition, and general supplies;
store Southwest Asia Petroleum Distribution
Operational Project and Water Support
Equipment Project for the Army
One-time Cost: \$10.0 million
Savings: 1996-2001: \$40.8 million

Annual: \$18.5 million

Return on Investment: 1998 (Immediate)

FINAL ACTION: Realign

Secretary of Defense Recommendation

Realign Sierra Army Depot by eliminating the conventional ammunition mission and reducing it to a depot activity. Retain an enclave for the Operational Project Stock mission and the static storage of ores.

Secretary of Defense Justification

This recommendation is supported by the Army's long range operational assessment. The Army has adopted a "tiered" ammunition depot concept to reduce infrastructure, eliminate static non-required ammunition stocks, decrease manpower requirements, increase efficiencies and permit the Army to manage a smaller stockpile. The tiered depot concept reduces the number of active storage sites and makes efficiencies possible:

- (1) Tier 1—Active Core Depots. These installations will support a normal/full-up activity level with a stockage configuration of primarily required stocks and minimal non-required stocks requiring demilitarization. Normal activity includes daily receipts/issues of training stocks, storage of war reserve stocks required in contingency operations and additional war reserve stocks to augment lower level tier installation power projection capabilities. Installations at this activity level will receive requisite levels of storage support, surveillance, inventory, maintenance and demilitarization.
- (2) Tier 2—Cadre Depots. These installations normally will perform static storage of follow-on war

reserve requirements. Daily activity will be minimal for receipts/issues. Workload will focus on maintenance, surveillance, inventory and demilitarization operations. These installations will have minimal staffs unless a contingency arises.

(3) Tier 3—Caretaker Depots. Installations designated as Tier 3 will have minimal staffs and store stocks no longer required until demilitarized or relocated. The Army plans to eliminate stocks at these sites no later than year 2001. Sierra Army Depot is a Tier 3 Depot.

Complete closure is not possible, since Sierra is the Center of Technical Excellence for Operational Project Stocks. This mission entails the management, processing and maintenance of: Force Provider (550-man tent city), Inland Petroleum Distribution System; and Water Support System. It also stores such stocks as Clam Shelters (mobile maintenance tents), bridging, and landing mats for helicopters. The cost of relocating the Operational Project Stocks is prohibitively expensive. Therefore, the Army will retain minimum essential facilities for storage.

Community Concerns

The community argues the Army military value assessment undervalues or overlooks Sierra's demilitarization mission. They point out Sierra has over 40 percent of the Army's open detonation capability, without which Army demilitarization goals cannot be met. The community notes conflicts between the Army's goals expressed in the Wholesale Ammunition Stockpile Program and criteria weighting factors in the military value analysis have not been resolved, and inclusion of the ammunition tiering plan in the operational blueprint short-circuits the military value analysis process. They contend due to a data error, the recommendation would cut only 125 direct positions, not 305, and reduce expected savings. Savings would also be reduced by the \$38 to \$91 million dollar cost of moving ammunition, and by having to ship ammunition in wartime from installations farther from west coast ports. The community contends Sierra received no credit for its almost complete ammunition surveillance facility or its missile maintenance and test facilities, and was undercounted by 88 percent in demilitarization capability. It also states the depot's desert location, with dry outdoor storage, was scored the same as less-desirable locations. In addition, the community states the 839 jobs projected to be lost would constitute an 8.8 percent increase in county

unemployment, resulting in total unemployment of 20.7 percent.

Commission Findings

The Commission found conventional ammunition demilitarization, one of Sierra's principal missions, was undervalued, as no measure of demilitarization capacity was included in the installation assessment. While the operational blueprint considered long-term demilitarization capacity, the recommendation's effect on near- to mid-term capacity was not considered. The Commission also found the recommendation conflicted with the Army operational blueprint by overcommitting demilitarization capacity. In addition, the Commission found the ammunition tiering plan should not have been used for BRAC purposes, as it prevented installations in the category from being fairly compared against each other, did not use certified data, and had several other flaws.

The Commission found the Secretary of Defense's alternative recommendation preserved essential demilitarization capacity and necessary covered and outdoor storage, reduced the original recommendation's significant economic impact, and avoided substantial ammunition moving costs.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criterion 1. Therefore, the Commission recommends the following: realign Sierra Army Depot by reducing the conventional ammunition mission to the level necessary to support the conventional ammunition demilitarization mission. Retain a conventional ammunition demilitarization capability and an enclave for the Operational Project Stocks mission and the static storage of ores. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Fitzsimons Army Medical Center, Colorado

Category: Medical Centers

Mission: Provide medical services, train providers, and perform medical research

One-time Cost: \$105.3 million Savings: 1996-2001: \$4.6 million Annual: \$36.4 million

Return on Investment: 2002 (2 years)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Fitzsimons Army Medical Center (FAMC), except for Edgar J. McWhethy Army Reserve Center. Relocate the Medical Equipment and Optical School and Optical Fabrication Laboratory to Fort Sam Houston, TX. Relocate Civilian Health and Medical Program of the Uniformed Services (CHAMPUS) activities to Denver leased space. Relocate other tenants to other installations.

Secretary of Defense Justification

FAMC is low in military value compared to other medical centers. This recommendation avoids anticipated need for estimated \$245 million construction to replace FAMC while preserving health care services through other more cost-effective means. This action will offset any loss of medical services through: phased-in CHAMPUS and Managed Care Support contracts; increased services at Fort Carson and U.S. Air Force Academy; and redistribution of Medical Center patient load from Region Eight to other Medical Centers. FAMC is not collocated with a sizable active component population. Its elimination does not jeopardize the Army's capability to surge to support two nearsimultaneous major regional contingencies, or limit the Army's capability to provide wartime medical support in the theater of operations. Closure of this medical center allows redistribution of medical military personnel to other medical centers to absorb the diverted medical center patient load. These realignments avoid a significant cost of continuing to operate and maintain facilities at this stand-alone medical center. DoD's Joint Cross-Service Group for Military Treatment Facilities supports the closure of Fitzsimons.

Community Concerns

The community argues the installation assessment criteria employed by the Army to measure Fitzsimons Army Medical Center were inappropriate and it was unfair to limit the comparison to only the three stand-alone Army medical centers. In particular, the community points to the use of size as a comparative measure in several criteria, saying larger hospitals do not necessarily mean better or more efficient hospitals. They also observe the Army assessment criteria differed significantly from the criteria measured by the Medical Joint Cross Service Group. In addition, the community points out what they considered to be many inconsistencies and mistakes in the Army's scoring.

The community also argues closure of the hospital would have substantial negative impacts on the health and financial security of the large retired community in the Denver area. They say closing the hospital would break the promise of "free health care for life" that many feel was made to military retirees. They note the medical center's mission as a regional referral center for a 14-state region and the lack of any other tertiary care hospitals in the region. Further, the community questions the readiness impact of closing the medical center and eliminating the civilian personnel positions, as well as the readiness impact of losing its satellite communications capability.

The community also argues the economic impact on the City of Aurora would be extremely high. They say the area has already been badly hurt by previous base closures, and closure of Fitzsimons Army Medical Center would mean more direct and indirect job losses than reported by the Army. Finally, they question the one-time costs in the Army's analysis, the increased cost of transporting referral patients to other hospitals if the medical center closes, and the impact of the closure on DoD-Indian Health Service sharing agreements.

Commission Findings

The Commission found the Army's recommendation to close Fitzsimons Army Medical Center is in line with the Army's stationing strategy that military hospitals should primarily support active duty military personnel and their families. Fitzsimons does not primarily support a nearby active duty population, and its closure permits the Army to redirect medical personnel and resources to other hospitals that do. The Commission also found the medical center's referral mission can be economically absorbed by other facilities. The Commission agreed with the community that closure of Fitzsimons will create disruptions and raise costs for retirees seeking health care, but noted other government programs—CHAMPUS, Tricare, Medicare, and continued pharmacy benefits-will help to mitigate these impacts. The Commission found DoD's evaluation of joint service training consolidation alternatives could result in a decision to relocate tenants elsewhere; hence, it agreed to the request of the Secretary of Defense to not specify gaining locations.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from the force-structure plan and final criteria 2 and 4. Therefore, the Commission recommends the following: close Fitzsimons Army Medical Center (FAMC), except Edgar J. McWhethy Army Reserve Center. Relocate other tenants to other installations. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Stratford Army Engine Plant, Connecticut

Category: Industrial Facilities Mission: Engine production One-time Cost: \$6.6 million Savings: 1996-2001: \$20.5 million

Annual: \$6.1 million

Return on Investment: 1998 (1 year)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Stratford Army Engine Plant.

Secretary of Defense Justification

The Stratford facility has produced engines for heavy armor vehicles and rotary wing aircraft. Reduced production requirements and the Army's increased capability for rebuild and repair have eliminated the need for the Stratford Army Engine Plant. There is no requirement for use of the installation by either the Active or Reserve Components.

The Army has an extensive capability to repair engines at Anniston and Corpus Christi Army Depots. The current inventory for these engines meets projected operational requirements. During mobilization, the capability to rebuild engines can be increased at both depots. In the event of an extended national emergency that would deplete stocks, the depots could reconfigure to assemble new engines from parts provided by the manufacturer until mothballed facilities become operational. Prior to closing the facility, the contractor will complete all existing contracts.

Community Concerns

The community contends closing Stratford Army Engine Plant will result in loss of the Army's only capability to produce turbine engines for tanks. The loss of this capability and the associated technical and engineering support, in the community's view, will have significant readiness impact. Another concern is the loss of 1600 contractor jobs from the local economy. The community claims a study, under Corps of Engineers direction, requires S17 million in environmental stabilization

costs to close Stratford Army Engine Plant. The community questions whether or not the Army's recommendation complies with a Defense Science Board Tank Engine Industrial Base Task Force recommendation. The community challenges the Army's economic impact estimates and cost analysis. The community contends the Army is underestimating costs for equipment movement or disposal, military construction at gaining installations, and personnel. They also point out the Army analysis does not account for loss of \$2 million in rental income from the contractor.

Commission Findings

The Commission found the Army can sustain the tank engine and helicopter turbine engine base through Anniston Army Depot, Alabama, and Corpus Christi Army Depot, Texas. With the decreasing need for new engines and technological capabilities currently available in the private industrial sector, retention of Stratford Army Engine Plant was not necessary. The Commission found the Army estimates on the costs of this recommendation were understated. Recognition of the costs associated with movement of Defense Contract Management Personnel and movement of equipment necessary to future production of spares for engine rebuild changed the return on investment to one year instead of immediate.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: close Stratford Army Engine Plant.

Big Coppett Key, Florida

Category: Minor Installation
Mission: Formerly provided
communication support to
the U.S. Army
One-time Cost: None
Savings: 1996-2001: \$0.05 million
Annual: \$0.01 million
Return on Investment: 1996 (Immediate)

Return on Investment: 1996 (Immediate) FINAL ACTION: Close

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Big Coppett Key.

Secretary of Defense Justification

Big Coppett Key, an island near Key West, consists of approximately five acres and 3,000 square feet of facilities. Big Coppett Key formerly provided communications support to United States Army. Since the Army no longer uses Big Coppett Key, it is excess and to Army requirements. Closing Big Coppett Key will save base operations and maintenance funds and provide reuse opportunities.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found no reason to disagree with the recommendation of the Secretary of Defense.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: close Big Coppett Key.

Price Support Center, Illinois

Category: Command, Control and Administration
Mission: Administrative and logistics support One-time Cost: None
Savings: 1996-01: None
Annual: None
Return on Investment: None
FINAL ACTION: Remain Open

Secretary of Defense Recommendation

Close Charles Melvin Price Support Center, except a small reserve enclave and a storage area.

Secretary of Defense Justification

Charles Melvin Price Support Center provides area support and military housing to the Army and other Federal activities in the St. Louis, MO, area. It is low in military value compared to similar installations. Its tenants, including a recruiting company and a criminal investigative unit, can easily relocate.

This recommendation is related to the Army's recommendation to relocate Aviation-Troop Command (ATCOM) from St. Louis, MO, to other

locations. A reduction in the Army's presence in the area warrants a corresponding reduction in Charles Melvin Price Support Center.

Community Concerns

The community believes the military value was understated because it did not adequately consider logistical value of the Price Support Center. The Army Center provides most of its support to other DoD organizations, and only limited support to the Aviation-Troop Command. The community argued the Army's savings were overstated because housing allowance costs were not considered, and closure costs were understated because the Army did not include costs to relocate the various DoD tenants. Finally, the community believes adequate housing is not available in the local market.

Commission Findings

The Commission found the Army did not include housing allowances for all personnel remaining in the St. Louis area. The Commission analysis shows the Army will save only \$77,000 annually by paying housing allowances rather than operating and maintaining the family housing at Price Support Center. The Commission found the housing has no deferred maintenance, primarily because 100 of the 164 units were built during 1988/90 time frame. In addition, the Commission noted 257 personnel are already in off-base housing that is deemed unacceptable due to cost and distance from their work location. The Commission found the tenant activities do not have to be relocated. since the enclave includes all the warehouse and storage space. Finally, the Commission found the relocation of the Aviation-Troop Command has minimal effect on the Price Support Center.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 1 and 4. Therefore, the Commission recommends the following: Charles Melvin Price Support Center will remain open. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Savanna Army Depot Activity, Illinois

Category: Ammunition Storage Installations Mission: Receive, store, and issue conventional ammunition and critical strategic material; Technical Center for Explosives Safety; U.S. Army Defense Ammunition Center and School One-time Cost: \$66.6 million

Savings: 1996-2001: \$-41.6 million (Cost)

Annual: \$12.1 million

Return on Investment: 2006 (5 years)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Savanna Army Depot Activity (ADA). Relocate the United States Army Defense Ammunition Center and School (USADACS) to McAlester Army Ammunition Plant, Oklahoma.

Secretary of Defense Justification

This recommendation is supported by the Army's long range operational assessment. The Army has adopted a "tiered" ammunition depot concept to reduce infrastructure, eliminate static non-required ammunition stocks, decrease manpower requirements, increase efficiencies and permit the Army to manage a smaller stockpile. The tiered depot concept reduces the number of active storage sites and makes efficiencies possible:

- (1) Tier 1—Active Core Depots. These installations will support a normal/full-up activity level with a stockage configuration of primarily required stocks and minimal non-required stocks requiring demilitarization. Normal activity includes daily receipts/issues of training stocks, storage of war reserve stocks required in contingency operations and additional war reserve stocks to augment lower level tier installation power projection capabilities. Installations at this activity level will receive requisite levels of storage support, surveillance, inventory, maintenance and demilitarization.
- (2) Tier 2—Cadre Depots. These installations normally will perform static storage of follow-on war reserve requirements. Daily activity will be minimal for receipts/issues. Workload will focus on maintenance, surveillance, inventory and demilitarization operations. These installations will have minimal staffs unless a contingency arises.
- (3) Tier 3—Caretaker Depots. Installations designated as Tier 3 will have minimal staffs and store stocks no longer required until demilitarized or relocated. The Army plans to eliminate its stocks at these sites no later than year 2001. Savanna Army Depot Activity is a Tier 3 depot.

USADACS performs the following basic functions: munitions training, logistics engineering, explosive safety, demilitarization research and development, technical assistance, and career management.

Relocation of USADACS to McAlester Army Ammunition Plant (AAP) allows it to collocate with an active ammunition storage and production operation. McAlester AAP, a Tier 1 depot, is the best for providing the needed capabilities.

Community Concerns

The community claims an Army study concluded all indoor Army ammunition storage would be full in Fiscal Year 95, arguing no such facilities can be closed. In addition, they argue costs of moving ammunition and personnel, as well as building a new facility to house the United States Army Defense Ammunition Center and School (USADACS) are understated. The Savanna community also alleges facilities identified to house USADACS at McAlester Army Ammunition Plant, Oklahoma, are inadequate. The community contends the explosive waste incinerator and depleted uranium demilitarization facilities on site at Savanna are essential to achieving Army demilitarization goals. Local officials note the unemployment resulting from a closure would reach 10.6 percent in Carroll and Jo Daviess counties, and increased unemployment would have extra impact on their rural area. They project \$14 million in extra costs due to DoD's obligation to buy unsold homes, given the poor local real estate market. The community also notes reuse of Savanna would be inhibited by buried ammunition from its years as an artillery range.

Commission Findings

The Commission found facilities at McAlester Army Ammunition Plant will be adequate to house USADACS when construction is complete, and the community's estimate of \$50 million in facilities costs was not documented. The economic impact in Carroll and Jo Daviess Counties was judged to be significant.

The Commission found the ammunition tiering plan used as an input to the Army's operational blueprint was not intended for BRAC purposes, and contained both internal inconsistencies and flaws arising from its use in the BRAC context. Because of the inclusion of the tiering plan, bases in different tiers could not be fairly evaluated against each other. DoD's estimated cost of moving residual ammunition was at the low end of the cost range established by Industrial Operations Command. Also, the Commission agreed with the Department that it was more economical to store depleted uranium munitions than to demilitarize them.

The Commission found no significant excess capacity existed in the Army ammunition storage system. The Commission, however, also found retention of the demilitarization capability at Sierra Army Depot left enough demilitarization capacity to create excess storage capacity equal to two installations over the next six years if demilitarization of existing ammunition stored outdoors is deferred. Given that ability, the Commission ultimately decided Savanna could be closed.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: close Savanna Army Depot Activity (ADA). Relocate the United States Army Defense Ammunition Center and School (USADACS) to McAlester Army Ammunition Plant, Oklahoma.

Concepts Analysis Agency, Maryland

Category: Leases

Mission: Independent studies One-time Cost: \$2.7 million Savings: 1996-01: \$0.1 million Annual: \$0.9 million

Return on Investment: 2002 (4 years)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close by relocating Concepts Analysis Agency to Fort Belvoir, VA.

Secretary of Defense Justification

In 1993, the Commission suggested that DoD direct the Services to include a separate category for leased facilities to ensure a bottom-up review of leased space. The Army has conducted a review of activities in leased space to identify opportunities for relocation onto military installations. Because of the cost of leasing, the Army's goal is to minimize leased space when feasible, and maximize the use of government-owned space.

Since Army studies indicate that space is available at Fort Belvoir, the Concepts Analysis Agency can easily relocate with limited renovation. The annual cost of the current lease is \$1.5 million.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found no reason to disagree with the recommendation of the Secretary of Defense.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: close by relocating Concepts Analysis Agency to Fort Belvoir, Virginia.

Fort Holabird, Maryland

Category: Miscellaneous

Mission: Provide support to tenant activities

One-time Cost: * Savings: 1996-2001: *

Annual: *

Return on Investment: *
FINAL ACTION: Close

* Costs and savings for this recommendation are included in the Defense Investigative Service recommendation.

Secretary of Defense Recommendation

None. The Commission added this military installation to the list of bases to be considered by the Commission for closure or realignment as a proposed change to the list of recommendations submitted by the Secretary of Defense.

Community Concerns

The Community supports closure of Fort Holabird after the relocation of the last remaining tenant—the Investigation Control & Automation Directorate of the Defense Investigative Service.

Commission Findings

The Commission found Fort Holabird to be excess to the needs of the Army.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criterion 1. Therefore, the Commission recommends the following: close Fort Holabird. Relocate the Defense Investigative Service (DIS), Investigations Control and Automation Directorate (IC&AD) to Fort Meade, Maryland. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Fort Meade, Maryland

Category: Command and Control

Mission: Provide base operations support to the National Security Agency and other tenants

One-time Cost: \$1.6 million Savings: 1996-2001: \$16.4 million

Annual: \$3.5 million

Return on Investment: 1997 (1 year)

FINAL ACTION: Realign

Secretary of Defense Recommendation

Realign Fort Meade by reducing Kimbrough Army Community Hospital to a clinic. Eliminate inpatient services.

Secretary of Defense Justification

This recommendation, suggested by the Joint Cross-Service Group on Medical Treatment, eliminates excess medical treatment capacity at Fort Meade, MD by eliminating inpatient services at Kimbrough Army Community Hospital. Inpatient care would be provided by other military medical activities and private facilities through Civilian Health and Medical Program of the Uniformed Services (CHAMPUS).

Community Concerns

The community contends the net effect of the Army's recommendation would be increased costs, not savings. They argue current hospital inpatient workload would go to CHAMPUS at rates higher than the Army estimates, and the cost of workload moving to Walter Reed Army Medical Center would be higher than the cost of the same workload at Kimbrough Army Community Hospital. The community also believes there could be negative impacts on the 57 tenant activities on Fort Meade and the 778 Fort Meade families enrolled in the Exceptional Family Member Program. Finally, the community contends there would be negative cost and access implications for current hospital users, especially retirees.

Commission Findings

The Commission found realignment of Kimbrough Army Community Hospital, to an outpatient clinic, will reduce costs by eliminating excess acute care hospital beds in an area with a number of other military hospitals. The Commission recognized current hospital users will have to travel to Walter Reed Army Medical Center or to civilian hospitals in order to receive needed inpatient services.

While the Commission found this recommendation will save the government money, the Commission acknowledges the inconvenience some current Kimbrough users, particularly families enrolled in the Exceptional Family Member Program and some members of the retired community, will experience.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: realign Fort Meade by reducing Kimbrough Army Community Hospital to a clinic. Eliminate inpatient services.

Fort Ritchie, Maryland

Category: Command and Control
Mission: Provides base operations and real
property maintenance for the garrison
installation, the National Military
Command Center Facility Site R,
satellite activities, and other tenants
(including Camp David)
One-time Cost: \$69.9 million
Savings: 1996-2001: \$23.3 million
Annual: \$26.1 million
Return on Investment: 2001 (2 years)
FINAL ACTION: Close

Secretary of Defense Recommendation

Close Fort Ritchie. Relocate the 1111th Signal Battalion and 1108th Signal Brigade to Fort Detrick, MD. Relocate Information Systems Engineering Command elements to Fort Huachuca, AZ.

Secretary of Defense Justification

This recommendation assumes that base support for Defense Intelligence Agency and other National Military Command Center support elements will be provided by nearby Fort Detrick. Closing Fort Ritchie and transferring support elements of the National Military Command Center to Fort Detrick will: (a) maintain operational mission support to geographically unique Sites R and C (National Military Command Center) for the Joint Chiefs of Staff; (b) capitalize on existing facilities at Site R and C to minimize construction; (c) maintain an active use and continuous surveillance of Site R and Site C facilities to maintain readiness; (d) collocate signal units that were previously

separated at two different garrisons; (e) consolidate major portion of Information Systems Engineering Command-CONUS with main headquarters of Information Systems Engineering Command to improve synergy of information system operations; and (f) provide a direct support East Coast Information Systems Engineering Command field element to respond to regional requirements. These relocations, collocations and consolidations allow the elimination of Fort Ritchie's garrison and avoids significant costs associated with the continued operation and maintenance of support facilities at a small installation.

Community Concerns

The community argues Fort Ritchie provides vital joint service support of high military value within the National Capital Region. As such, the installation met the Army's operational blueprint for a critical facility and should have been excluded from closure consideration. In the community's view, Fort Ritchie provides critical support to the Alternate Joint Command and Control Site R. Relocation of that support to Fort Detrick, Maryland, would unacceptably degrade emergency response time to Site R. The community maintains the DoD recommendation to close Fort Ritchie misses an opportunity to achieve synergy by not consolidating disparate Defense Information Systems Agency -Western Hemisphere (DISA-WESTHEM) elements at Fort Ritchie. They also note the primary customer base for numerous tenants is located in the National Capital Region (NCR). Relocation of those tenants to Fort Huachuca, Arizona, would result in increased operating costs not captured in the DoD cost estimates. The community further contends existing water shortages at Fort Huachuca will be exacerbated by relocating elements from Fort Ritchie.

The community argues that initial Army cost estimates were fatally flawed. Personnel strength figures and family housing operations were erroneous, and cost estimates failed to consider the requirement for continued on-site garrison activities at Site R. From the community's perspective, the flawed estimates invalidate the foundation of the closure recommendation. The community also notes the impact of closing Fort Ritchie will be a severe economic blow to the surrounding Northern Maryland/Southern Pennsylvania area where the unemployment rate is consistently greater than state and national averages.

Commission Findings

The Commission found support to the Alternate National Military Command Center (Site R) is a vital requirement, and that response time from Fort Detrick, Maryland, is 45 minutes or more longer than from Fort Ritchie. The Chairman, Joint Chiefs of Staff, however, accepts the lengthened response time, and thus the Commission found this recommendation does not adversely impact operation of Site R.

The Commission noted the Defense Information Systems Agency—Western Hemisphere (DISA-WESTHEM) performs valuable oversight of Defense Department automated management database links. The Commission found DISA-WESTHEM's mission is not location dependent. It can be accomplished anywhere appropriate communication nodes exist.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 1 and 4. Therefore, the Commission recommends the following: close Fort Ritchie except for a National Guard enclave. Relocate the 1111th Signal Battalion and 1108th Signal Brigade to Fort Detrick, Maryland. Relocate Information Systems Engineering Command elements to Fort Huachuca, Arizona. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Publications Distribution Center, Baltimore, Maryland

Category: Minor Installation Mission: Publications distribution One-time Cost: \$7.0 million Savings: 1996-2001: \$27.3 million

Annual: \$7.7 million

Return on Investment: 1998 (Immediate)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close by relocating the U.S. Army Publications Distribution Center, Baltimore to the U.S. Army Publications Center St. Louis, Missouri.

Secretary of Defense Justification

Consolidation of the U.S. Army Publications Distribution Center, Baltimore with the U.S. Army Publications Center, St. Louis, combines the wholesale

and retail distribution functions of publication distribution into one location. The consolidation eliminates a manual operation at Baltimore in favor of an automated facility at St. Louis and creates efficiencies in the overall distribution process. This move consolidates two leases into one less costly lease.

Community Concerns

The community expressed concern that greater savings would be achieved by consolidating all of the DoD Publications Centers into the Baltimore and St. Louis Centers. They argue because both are DoD's most sophisticated publications centers, the lesser, more manual facilities throughout DoD should be consolidated into the two best. The community expressed concern the Baltimore Center was classified as a manual operation when in fact it is a highly automated facility. Despite the fact that forklift operators are still required to store and retrieve stock, the rest of the facility is highly automated. The community expressed concern if the Baltimore Center closed, the St. Louis Center would be required to lease additional warehouse space in St. Louis because they do not possess the space required to absorb Baltimore's stock.

Commission Findings

The Commission found although the Department of Defense is currently studying the consolidation of all DoD publication distribution centers, no such consolidation is expected to involve the Publications Distribution Center, Baltimore. The Commission found Publications Distribution Center, Baltimore is an automated facility despite the Secretary of the Army's assertion that it is a manual facility. Additionally, the Commission found the Army will be using warehouse space on an Armyowned installation during the transition period involving the consolidation of the two Army publications distributions centers.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: close by relocating the U.S. Army Publications Distribution Center, Baltimore to the U.S. Army Publications Center St. Louis, Missouri.

1-16 CHAPTER 1

Tri-Service Project Reliance (Fort Detrick, Maryland)

Category: Commodity
Mission: Provide facilities and
services to tenant activities
One-time Cost: \$0.3 million
Savings: 1996-2001: \$4.5 million
Annual: \$0.03 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Redirect

Secretary of Defense Recommendation

Change the recommendation of the 1991 Commission regarding Tri-Service Project Reliance. Upon disestablishment of the U.S. Army Biomedical Research Development Laboratory (USABRDL) at Fort Detrick, MD, do not collocate environmental and occupational toxicology research with the Armstrong Laboratory at Wright-Patterson Air Force Base, OH. Instead relocate the health advisories environmental fate research and military criteria research functions of the Environmental Quality Research Branch to the U.S. Army Environmental Hygiene Agency (AEHA), Aberdeen Proving Ground, MD, and maintain the remaining functions of conducting non-mammalian toxicity assessment models and on-site biomonitoring research of the Research Methods Branch at Fort Detrick as part of Headquarters, U.S. Army Medical Research and Materiel Command.

Secretary of Defense Justification

There are no operational advantages that accrue by relocating this activity to Wright-Patterson AFB. Substantial resources were expended over the last 15 years to develop this unique laboratory currently used by researchers from across the DoD, other federal agencies, and the academic community. No facilities are available at Wright-Patterson to accommodate this unique aquatic research activity, which supports environmental quality R&D initiatives developing cost effective alternatives to the use of mammalian species in toxicity testing. The Commission found necessary significant new construction would be required at Wright-Patterson to duplicate facilities at Fort Detrick to continue this critical research. No construction is required at Aberdeen Proving Ground, however. Furthermore, the quality of water required for the culture of aquatic animals used in this research is not adequate at Wright-Patterson. The Commission found to maintain the water quality it would necessitate additional construction

and result in either several years of costly overlapping research in Maryland and Ohio, or the loss of over 10 years experience with the unique lab colonies used at Fort Detrick. The Navy and the Air Force agree that true research synergy is possible without executing the planned relocation.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found this recommendation would permit DoD to avoid the cost and disruption of relocating a unique facility without compromising the cross-servicing goals of the Tri-Service Project Reliance Study. Therefore, the Commission found this recommendation does not deviate from the 1991 Commission's intention to consolidate biomedical research functions.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: change the recommendation of the 1991 Commission regarding Tri-Service Project Reliance. Upon disestablishment of the U.S. Army Biomedical Research Development Laboratory (USABRDL) at Fort Detrick, Maryland, do not collocate environmental and occupational toxicology research with the Armstrong Laboratory at Wright-Patterson Air Force Base. Ohio. Instead relocate the health advisories environmental fate research and military criteria research functions of the Environmental Ouality Research Branch to the U.S. Army Environmental Hygiene Agency (AEHA), Aberdeen Proving Ground, Maryland, and maintain the remaining functions of conducting non-mammalian toxicity assessment models and on-site biomonitoring research of the Research Methods Branch at Fort Detrick as part of Headquarters, U.S. Army Medical Research and Materiel Command.

Hingham Cohasset, Massachusetts

Category: Minor Installation Mission: Currently has no mission

One-time Cost: None

Savings: 1996-2001: \$0.8 million

Annual: \$0.2 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Hingham Cohasset.

Secretary of Defense Justification

Hingham Cohasset, formerly a U.S. Army Reserve Center, is essentially vacant and is excess to the Army's requirements. The site consists of approximately 125 acres and 150,000 square feet of facilities. Closing Hingham Cohasset will save base operations and maintenance funds and provide reuse opportunities.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found no reason to disagree with the recommendation of the Secretary of Defense.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: close Hingham Cohasset.

Sudbury Training Annex, Massachusetts

Category: Minor Installation Mission: Provide storage facilities for various DoD activities One-time Cost: \$0.8 million

Savings: 1996-2001: \$-0.1 million (Cost)

Annual: \$0.1 million

Return on Investment: 2003 (5 years)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Sudbury Training Annex.

Secretary of Defense Justification

Sudbury Training Annex, outside Boston, consists of approximately 2,000 acres and 200,000 square feet of facilities. The primary mission of Sudbury Training Annex is to provide storage facilities for various Department of Defense activities. Sudbury Training Annex is excess to the Army's requirements. Closing the annex will save base operations and maintenance funds and provide reuse opportunities for approximately 2,000 acres.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found no reason to disagree with the recommendation of the Secretary of Defense.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: close Sudbury Training Annex.

Detroit Arsenal, Michigan

Category: Commodity Mission: Tank Production One-time Cost: \$1.4 million Savings: 1996-2001: \$7.9 million

Annual: \$3.1 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Realign

Secretary of Defense Recommendation

Realign Detroit Arsenal by closing and disposing of the Detroit Army Tank Plant.

Secretary of Defense Justification

Detroit Tank Plant, located on Detroit Arsenal, is one of two Army Government-owned, contractor-operated tank production facilities. A second facility is located at Lima, Ohio, (Lima Army Tank Plant). The Detroit plant is not as technologically advanced as the Lima facility and is not configured for the latest tank production. Moreover, retaining the plant as a "rebuild" facility is not practical since Anniston Army Depot is capable of rebuilding and repairing the M1 Tank and its principal components. Accordingly, the Detroit Tank Plant is excess to Army requirements.

Community Concerns

The community expresses concern over the loss of approximately 150 civilian contractor employees. While the impact is less than one percent of the Detroit Metropolitan Statistical Area, the community argues the loss of these jobs should be included in the Army's analysis of the Detroit Arsenal recommendation. Additionally, the community challenges transfer of gun mount produc-

tion to Rock Island Arsenal, Illinois, arguing Detroit Arsenal could produce gun mounts of better quality at lower cost. They further state movement of gun mount production from a Government-owned, contractor-operated facility (Detroit Arsenal Tank Plant) to a Governmentowned, Government-operated facility (Rock Island Arsenal) is in conflict with guidance in Office of Management and Budget Circular A-76. The community believes there are inaccuracies in the Army's cost analysis of the recommendation. They fault the Army for not recognizing the need to relocate 40 Defense Contract Management Office personnel located at the plant and for not including costs for equipment movement and military construction at gaining installations in its economic analysis.

Commission Findings

The Commission found omission of contract job losses had no significant bearing on the overall recommendation or the local community. The total impact is less than one percent of the Detroit Metropolitan Statistical Area. Input from the Army indicated that Rock Island Arsenal and Lima Army Tank Plant can accept transfer of production requirements without additional equipment or construction. The Commission found consolidating gun mount production at Rock Island would result in unit cost reduction to approximately \$38,000 from the current \$53,000. There was no indication quality at either location varies; therefore, it is not a significant issue. In addition, there was no indication the Secretary of Defense's recommendation conflicted with Office of Management and Budget Circular A-76. Finally, the Commission found Defense Contracting Management Office personnel would move to other space on Detroit Arsenal.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: realign Detroit Arsenal by closing and disposing of the Detroit Army Tank Plant.

Selfridge Army Garrison, Michigan

Category: Command, Control and Administration Mission: Installation and logistical support One-time Cost: None

Savings: 1996-01: None

Annual: None Return on Investment: None FINAL ACTION: Remain Open

Secretary of Defense Recommendation

Close U.S. Army Garrison, Selfridge.

Secretary of Defense Justification

Closing Selfridge eliminates an installation that exists primarily to provide housing for activities (predominantly Detroit Arsenal) located in the immediate area although such support can be provided through a less costly alternative. Sufficient commercial housing is available on the local economy for military personnel using Variable Housing Allowance/Basic Allowance for Quarters. Closure avoids the cost of continued operation and maintenance of unnecessary support facilities. This recommendation will not degrade local military activities.

Community Concerns

The community believes the base has high military value since it is a model of joint operations. The community argued the savings are significantly overstated because the Army, (1) did not include housing allowance costs for all personnel residing in the family housing, and, (2) overstated the cost of family housing operations. Furthermore, the community contends suitable housing is not available in the local market. Because no other DoD activities are relocating, the community contends the base operations savings are overstated and these activities will have to increase their funding.

Commission Findings

The Commission found the savings from closing family housing were overstated. The Commission analysis shows the Army will save \$500,000 annually by paying housing allowances rather than operating and maintaining the family housing at Selfridge, because the Army did not include the cost of housing allowances for all personnel remaining in the area. The Commission found the housing allowances are adequate for the area rents, but a two percent vacancy rate may make it difficult to find housing. The Commission found the 765 active units meet current DoD standards and there is \$150,000 in deferred maintenance. Finally, the Commission found another service would have to increase its base operations funding, which would reduce the estimated savings.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 1 and 4. Therefore, the Commission recommends the following: U.S. Army Garrison, Selfridge will remain open. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Aviation-Troop Command, Missouri

Category: Leases

Mission: Logistics support One-time Cost: \$152.1 million Savings: 1996-01: \$31.3 million

Annual: \$56.0 million

Return on Investment: 2001 (3 years)

FINAL ACTION: Disestablish

Secretary of Defense Recommendation

Disestablish Aviation-Troop Command (ATCOM), and close by relocating its missions/functions as follows:

- Relocate Aviation Research, Development & Engineering Center; Aviation Management; and Aviation Program Executive Offices to Redstone Arsenal, Huntsville, AL, to form the Aviation & Missile Command.
- Relocate functions related to soldier systems to Natick Research, Development, Engineering Center, MA, to align with the Soldier Systems Command.
- Relocate functions related to materiel management of communications-electronics to Fort Monmouth, NJ, to align with Communications-Electronics Command.
- Relocate automotive materiel management functions to Detroit Arsenal, MI, to align with Tank-Automotive and Armaments Command.

Secretary of Defense Justification

In 1993, the Commission suggested that DoD direct the Services to include a separate category for leased facilities to ensure a bottom-up review of leased space. The Army has conducted a review of activities in leased space to identify opportunities for relocation onto military installations. Because of the cost of leasing, the Army's goal is to minimize leased space, when feasible, and maximize the use of government-owned facilities.

In 1991, the Commission approved the merger of Aviation Systems Command and Troop Systems Command (ATCOM). It also recommended that the Army evaluate the relocation of these activities from leased space to government-owned facilities and provide appropriate recommendations to a subsequent Commission. In 1993, the Army studied the possibility of relocating ATCOM to a military installation and concluded it would be too costly. It is evident that restructuring ATCOM now provides a financially attractive opportunity to relocate.

Significant functional efficiencies are also possible by separating aviation and troop support commodities and relocating these functions to military installations. The aviation support functions realign to Redstone Arsenal to form a new Aviation & Missiles Command. The troop support functions realign to Natick, MA to align with the new Soldier Systems Command.

This recommendation preserves crucial research and development functions while optimizing operational efficiencies. Moving elements of ATCOM to Natick and Redstone Arsenal improves the synergistic effect of research, development and engineering, by facilitating the interaction between the medical, academic, and industrial communities already present in these regions. Vacating the St. Louis lease will collocate/consolidate similar life cycle functions at military installations for improved efficiencies and effectiveness.

Community Concerns

The community contends the Army did not conduct a military value assessment of leased facilities, which is a substantial deviation from DoD policy. The community believes the civilian personnel eliminations were overstated because, (1) too many mission support positions were eliminated. (2) positions required for area support in St. Louis were eliminated, (3) the number of base operation support positions at the gaining installations is understated, and (4) the Army counted force structure reductions as savings. The community also believes the Army failed to comply with its Stationing Strategy which states consolidations should increase efficiency and reduce overhead. According to the community, transfer of ATCOM's functions to the proposed receiving bases would increase the Army's overhead costs. The community believes the Army could achieve significant savings if they moved activities from leased space in Huntsville, Alabama to Redstone Arsenal. The community also argued the cost to establish Soldier System Command should have been

included. Finally, the General Services Administration contends the recommendation would significantly increase the cost to the government, because they would have to close the St. Louis facility and relocate the remaining tenants.

Commission Findings

The Commission found the Army did a military value assessment of the Aviation-Troop Command, and, although the process was different than the one used for the other installation categories, all leased facilities were analyzed equally. The Commission found the personnel savings were not overstated to the degree stated by the community, although the Commission did reduce the number of civilian position eliminations for planned force-structure changes. The personnel savings represent a 21 percent reduction in personnel, which can be achieved by merging Aviation-Troop Command and Missile Command. The Commission found the community incorrectly counted force-structure reductions in the Program Executive Office-Aviation and Systems Integrated Management Activity as base closure savings.

The Commission found disestablishing Aviation-Troop Command, and realigning its functions, to military organizations with similar life-cycle functions is consistent with the Army's Stationing Strategy. The Commission found the recommendation will reduce base operating costs by \$7.4 million.

The Commission also found the savings from realigning ATCOM are much greater than moving activities from leased space in Huntsville, Alabama, onto Redstone Arsenal. The Army is moving some activities in leased space in Huntsville onto existing space at Redstone Arsenal, as well as consolidating into fewer leased facilities. These actions will save \$2.1 million annually.

Finally, the Commission found the Army did not consider the total cost to the government from relocating ATCOM. According to General Services Administration (GSA) officials, they can not backfill the 700,000 square feet of space, so the remaining tenants will be relocated. GSA estimated it will cost \$11.1 million to relocate the tenants, and they will incur rent increase of \$3.8 million annually. Even when these costs are included, and total cost to the government is considered, the Commission found the recommendation of the Secretary of Defense still provided significant savings.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: disestablish Aviation-Troop Command (ATCOM), and close by relocating its mission/functions as follows: relocate Aviation Research, Development & Engineering Center; Aviation Management; and Aviation Program Executive Offices to Redstone Arsenal, Huntsville, Alabama, to form the Aviation & Missile Command. Relocate functions related to soldier systems to Natick Research, Development, Engineering Center, Massachusetts, to align with the Soldier Systems Command. Relocate functions related to materiel management of communications-electronics to Fort Monmouth, New Jersey, to align with Communications-Electronics Command. Relocate automotive materiel management functions to Detroit Arsenal, Michigan, to align with Tank-Automotive and Armaments Command.

Fort Missoula, Montana

Category: Minor Installation
Mission: Provides administration,
maintenance, and logistics support
to Reserve Components
One-time Cost: \$0.4 million
Savings: 1996-2001: \$0.6 million
Annual: \$0.2 million
Return on Investment: 1998 (2 years)
FINAL ACTION: Close

Secretary of Defense Recommendation

Close Fort Missoula, except an enclave for minimum essential land and facilities to support the Reserve Component units.

Secretary of Defense Justification

Fort Missoula consists of approximately 35 acres and 180,000 square feet of facilities. It provides administration, supply, training, maintenance, logistics support to Reserve Component forces. The post also provides facilities for the United States Forest Service. Fort Missoula has land and facilities excess to the Army's requirements. Closing Fort Missoula will save base operations and maintenance funds and provide reuse opportunities for approximately 25 acres. The Army intends to continue to license buildings and land currently occupied by the Army National Guard.

Community Concerns

The Rocky Mountain Heritage Group has expressed interest in property.

Commission Findings

The Commission found the Secretary's recommendation to close Fort Missoula reduces unnecessary infrastructure; however, there is a need to maintain minimum essential land and facilities to support the Reserve Components.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: close Fort Missoula, except an enclave for minimum essential land and facilities to support the Reserve Component units.

Bayonne Military Ocean Terminal, New Jersey

Category: Ports

Mission: Manage movement of DoD cargo throughout the eastern US and Atlantic; manage port operations on the East Coast and at Atlantic locations in support of European, African, Mediterranean, and South American Theaters of Operations

One-time Cost: \$79.7 million

Savings: 1996-2001: \$-23.9 million (Cost)

Annual: \$17.1 million

Return on Investment: 2003 (5 years)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Bayonne Military Ocean Terminal. Relocate the Military Transportation Management Command (MTMC) Eastern Area Command Headquarters and the traffic management portion of the 1301st Major Port Command to Fort Monmouth, New Jersey. Retain an enclave for the Navy Military Sealift Command, Atlantic, and Navy Resale and Fashion Distribution Center.

Secretary of Defense Justification

This recommendation is supported by the Army's long range operational assessment. The primary mission of Bayonne is the shipment of general bulk cargo. It has no capability to ship bulk munitions. There are sufficient commercial port facilities on the East and Gulf Coasts to support power

projection requirements with a minimal loss to operational capability. Bayonne provides the Army with few military capabilities that cannot be accomplished at commercial ports.

Community Concerns

The community states Army ownership of Bayonne Military Ocean Terminal (MOT) provides a vital capability unavailable through use of commercial port facilities. Bayonne offers a secure environment and the flexibility to stage and reconfigure equipment. The communities argue staging and temporary storage is extremely limited at area commercial ports. Some commercial automobile cargo is staging on Bayonne MOT property due to lack of commercial holding space. The community also pointed out commercial facilities generally lack the reinforced pavement necessary to handle certain heavy military vehicles. Additionally, commercial ports are not configured to handle most military cargo efficiently. (Military cargo is characterized as outsized, overweight, and non-container.) Further, the specialized contract work force at Bayonne provides skill in handling military cargo that is not available at area commercial ports.

The community argues New York area commercial ports are operating near or above capacity. While commercial port operators are willing to work with military planners to augment military terminal capacity, they are not willing to guarantee meeting all crisis military staging and berthing requirements within the 48 hour period specified by Port Planning Orders. Abrupt disruption to their commercial business could prove damaging to their long-term workload and profitability. They note that 12-14 days was a more appropriate time frame to clear staging and berthing facilities for priority military cargo.

Commission Findings

The Commission acknowledged the request of the Secretary of Defense to modify the DoD recommendation to allow relocation of tenants to a nonspecific destination. The Commission found the normal workload did not justify continued military operation of the installation. Further, the Commission found commercial ports could handle military cargo requirements. The Commission also noted six commercial ports capable of deploying an infantry division exist within one day's rail movement of Bayonne. The Commission observed the growth in commercial port workload has resulted

in port operators becoming increasingly unwilling to guarantee priority to military cargo within the 48-hour period required by Port Planning Orders (PPO). In some cases they desire 12-14 days to clear staging and berthing facilities for military deployments. The Commission acknowledged the Maritime Administration (MARAD), Port Authorities, and DoD were undertaking initiatives to address the commercial port concerns. Further, the Commission noted legal means exist through the Maritime Administration for compelling commercial operators to give priority to military deployments during contingency situations.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 1 and 3. Therefore, the Commission recommends the following: close Bayonne Military Ocean Terminal. Relocate the Military Traffic Management Command (MTMC) Eastern Area Command Headquarters and the traffic management portion of the 1301st Major Port Command to a location to be determined. Move the Navy Military Sealift Command, Atlantic, and Navy Resale and Fashion Distribution Center to a location to be determined. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Camp Kilmer, New Jersey

Category: Minor Installation

Mission: Provides administration, maintenance, and logistical support to Reserve Components

One-time Cost: \$0.1 million Savings: 1996-2001: \$1.0 million

Annual: \$0.2 million

Return on Investment: 1997 (1 year)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Camp Kilmer, except an enclave for minimum necessary facilities to support the Reserve Components.

Secretary of Defense Justification

Camp Kilmer consists of approximately 75 acres and 331,000 square feet of facilities. The camp provides administration, supply, training, maintenance, and logistics support to Reserve Component forces. The vast majority of the site is excess to the Army's requirements. Closing Camp Kilmer will save base operations and maintenance funds

and provide reuse opportunities for approximately 56 acres.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found the Secretary's recommendation to close Camp Kilmer, New Jersey reduces unnecessary infrastructure; however, there is a need to maintain minimum necessary facilities to support current and future requirements of the Reserve Components.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: close Camp Kilmer, except an enclave for minimum necessary facilities to support the Reserve Components.

Camp Pedricktown, New Jersey

Category: Minor Installation

Mission: Provides administration, maintenance, and logistical support to Reserve Components

One-time Cost: \$0.1 million Savings: 1996-2001: \$1.8 million

Annual: \$0.4 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Camp Pedricktown, except the Sievers-Sandberg Reserve Center.

Secretary of Defense Justification

Camp Pedricktown consists of approximately 82 acres and 260,000 square feet of facilities. Its primary mission is to provide administration, supply, training, maintenance, and logistics support to Reserve Component forces. The vast majority of Camp Pedricktown's land and facilities are excess to Army requirements. Closing it will save base operations and maintenance funds and provide reuse opportunities for approximately 60 acres.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found the Secretary's recommendation to close Camp Pedricktown, New Jersey reduces unnecessary infrastructure; however, there is a need to maintain the Sievers-Sandberg Reserve Center.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: close Camp Pedricktown, except the Sievers-Sandberg Reserve Center.

Caven Point Army Reserve Center, New Jersey

Category: Minor Installation

Mission: Provides administration and logistical support to Reserve Components

One-time Cost: None Savings: 1996-2001: None Annual: None

Return on Investment: None FINAL ACTION: Remain Open

Secretary of Defense Recommendation

Close Caven Point U. S. Army Reserve Center. Relocate its reserve activities to the Fort Hamilton, NY, provided the recommendation to realign Fort Hamilton is approved.

Secretary of Defense Justification

Caven Point U.S. Army Reserve Center (USARC) is located near Jersey City, NJ, and consists of approximately 45,000 square feet of administrative and maintenance facilities on 35 acres. It is overcrowded and in generally poor condition. The primary mission of Caven Point USARC is to provide administrative, logistics and maintenance support to the Army Reserve. The consolidation of tenants from Caven Point USARC with Reserve Component activities remaining on Fort Hamilton will achieve savings in operations costs.

Community Concerns

The City of Jersey City has expressed concern they have an agreement to lease land that runs through Caven Point for the purpose of extending a highway and want to ensure the BRAC process will not jeopardize that arrangement.

Commission Findings

As stated by the Secretary of Defense's letter dated June 14th, 1995 and upon independent evaluation, the Commission found the closure of Caven Point U.S. Army Reserve Center is no longer viable. While planning to implement the closure and relocation of this facility to Fort Hamilton, New York, the Commission found new construction (\$10.5 million) is required to execute the move. The minor savings (\$29 thousand annually) did not justify the expense. Furthermore, this new facility requires a larger area than is available for construction at Fort Hamilton.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criterion 2. Therefore, the Commission recommends the following: Caven Point U.S. Army Reserve Center will remain open. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Fort Dix, New Jersey

Category: Major Training Areas

Mission: Support active Army and Reserve

Component training One-time Cost: \$11.6 million Savings: 1996-2001: \$27.9 million Annual: \$12.2 million

Return on Investment: 1999 (1 year)

FINAL ACTION: Realign

Secretary of Defense Recommendation

Realign Fort Dix by replacing the Active Component garrison with a U.S. Army Reserve garrison. Retain minimum essential ranges, facilities, and training areas required for Reserve Component (RC) training as an enclave.

Secretary of Defense Justification

In the past ten years, the Army has significantly reduced its active and reserve forces. The Army must reduce excess infrastructure to meet the needs of the future.

This proposal retains facilities and training areas essential to support Army National Guard and U.S. Army Reserve units in the Mid-Atlantic states. However, it reduces base operations and real property maintenance costs by eliminating excess facilities. Additionally, this reshaping will truly

move Fort Dix into a preferred role of RC support. It retains an Army Reserve garrison to manage Fort Dix and provides a base to support RC logistical requirements. The Army intends to continue the Army National Guard's current license of buildings.

Various U.S. Army National Guard and U.S. Army Reserve activities regularly train at Fort Dix. The post houses the National Guard High Technology Training Center, a unique facility providing state-of-the-art training devices for guardsmen and reservists in a 12-state area. Fort Dix's geographic proximity to a large portion of the nation's RC forces and the air and seaports of embarkation make it one of the most suitable RC Major Training Areas in the United States. This recommendation is consistent with the decision of the 1991 Commission, but better aligns the operation of the installation with its users.

Community Concerns

Members of the Fort Dix community and Burlington County expressed strong support for keeping Fort Dix open in accordance with the realignment recommendation. Earlier concerns that enough personnel would not be retained in the workforce to support Reserve Component training in the region were allayed when the Army agreed that 700-750 employees would be required for this support.

Commission Findings

The Commission found the recommendation of the Secretary of Defense for the realignment of the Active Army garrison to an Army Reserve Command garrison was both reasonable and well-suited to enhancing this installation as a model for supporting Reserve Component (RC) training in the region. The efficiencies gained, and savings generated, will permit greater support for RC forces as the installation garrison focuses on carrying out its primary mission. The Commission found the community's concern that enough garrison staff be retained to support the RC training mission was valid, and noted the Army's agreement to provide adequate personnel to do so.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: realign Fort Dix by replacing the Active Component garrison with a U.S. Army Reserve garrison. Retain minimum essential ranges, facilities, and training areas required for Reserve Component (RC) training as an enclave.

Bellmore Logistics Activity, New York

Category: Minor Installation

Mission: Maintenance and logistical support

One-time Cost: None

Savings: 1996-2001: \$2.1 million

Annual: \$0.3 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Bellmore Logistics Activity.

Secretary of Defense Justification

Bellmore Logistics Activity, located on Long Island, consists of approximately 17 acres and 180,000 square feet of facilities. It formerly provided maintenance and logistical support to Reserve Component units. Since Reserve Components no longer use Bellmore Logistics Activity, it is excess to the Army's requirements. Closing Bellmore Logistics Activity will save base operations and maintenance funds and provide reuse opportunities.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found no reason to disagree with the recommendation of the Secretary of Defense.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: close Bellmore Logistics Activity.

Fort Hamilton, New York

Category: Command and Control
Mission: Provide administrative and logistical
support for Army and DoD agencies in the
New York metropolitan area; serve as headquarters for sub-installation—Fort Totten
One-time Cost: None

Savings: 1996-2001: None

Annual: None

Return on Investment: None FINAL ACTION: Remain Open

Secretary of Defense Recommendation

Realign Fort Hamilton. Dispose of all family housing. Retain minimum essential land and facilities for existing Army units and activities. Relocate all Army Reserve units from Caven Point, New Jersey, to Fort Hamilton.

Secretary of Defense Justification

Fort Hamilton is low in military value compared to the other command and control/administrative support installations. The post has limited capacity for additional growth or military development. No new or additional missions are planned.

This proposal reduces the size of Fort Hamilton by about one-third to support necessary military missions in the most cost effective manner. The New York Area Command, which includes protocol support to the United Nations, will remain at Fort Hamilton. Another installation will assume the area support currently provided to the New York area.

The Armed Forces Reserve Center at Caven Point was built in 1941. Its sole mission is to support reserve component units. The buildings on the 35-acre parcel are in poor condition. Relocating to Fort Hamilton will allow the Army Reserve to eliminate operating expenses in excess of \$100 thousand per year.

Community Concerns

The community argues adoption of the DoD recommendation would close family housing, force military families onto the economy, and yield only minor cost savings to the government. They also maintain the combined military entitlements of Basic Allowance for Quarters (BAQ) and Variable Housing Allowance (VHA) are \$200-\$500 per month less than the cost of area rentals. Further the availability of local rentals is very low. Access to the tight rental market is further compounded by culturally cohesive neighborhoods, where long-term residency is the norm. The community asked the Commission to give the recent military housing privatization initiative a chance to mature through the legislative process and reject the DoD recommendation to close Fort Hamilton's family housing. The community believes Fort Hamilton is

a highly cost efficient installation providing vital services to military elements and retirees in the New York area. The Army has a historic presence in New York City dating back to the Revolution. Adoption of the DoD recommendation would effectively terminate the last active Army facility in the New York City area.

Commission Findings

The Commission found the age and condition of housing is generally comparable to the local market, even though a significant backlog of unfunded maintenance exists. The Commission noted local housing is expensive, and vacancies are limited due to culturally cohesive neighborhoods where long term residency is normal. Rentals comparable to family housing would exceed military quarters entitlements by \$200-\$500 per month. The Commission found adoption of the DoD recommendation would result in shifting an unwarranted cost burden onto a family housing population composed of relatively junior enlisted military families (currently 37.5 percent E-5 and below).

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 1, 4, and 5. Therefore, the Commission recommends the following: Fort Hamilton will remain open. Army Reserve units at Caven Point, New Jersey will remain in place. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Fort Totten, New York

Category: Command and Control
Mission: As a sub-post of Fort Hamilton
and part of the New York Area Command,
provides support to active duty and retired
personnel within the local area; serves
as host to Headquarters, 77th U.S. Army
Reserve Command

One-time Cost: \$1.0 million Savings: 1996-2001: \$1.5 million

Annual: \$0.7 million

Return on Investment: 1999 (Immediate)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Fort Totten, except an enclave for the U. S. Army Reserve. Dispose of family housing.

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Secretary of Defense Justification

Fort Totten, a sub-installation of Fort Hamilton, provides administrative and logistical support to Army Reserve units in the New York City metropolitan area.

Fort Totten is low in military value compared to other command and control/administrative support installations. The post has limited capacity for growth or further military development.

Fort Totten is home to the Ernie Pyle U.S. Army Reserve Center, the largest in the country. Realignment of the Center to nearby Fort Hamilton is not possible since Fort Hamilton has little available space. Therefore, the Army decided to retain this facility as a reserve enclave.

Community Concerns

The community believes Fort Totten constitutes a highly cost-effective operation. Costs associated with programs, facilities, and military services provided to active and reserve armed forces members would increase substantially if they were drawn from the local economy. While quarters are early 1960s standards approaching the end of their useful life span, they are commensurate with units available in the local area. All local rentals are expensive and difficult to find. Most rentals require three months advance rent, a security deposit and a broker's fee for start-up costs. Combined military entitlements for Basic Allowance for Quarters (BAQ) and Variable Housing Allowance (VHA) are \$200-\$500 per month less than the cost of area rentals. In addition, there are very few local rentals available. Access to the tight rental market is further compounded by culturally cohesive neighborhoods, where long-term residency is the norm. The community also notes that Old Fort Totten, an unofficial historic site and museum, has an historic legacy and artifacts dating back to the Revolutionary War. Any potential development at Fort Totten would pose a threat to historic preservation.

Commission Findings

The Commission found the DoD recommendation to close Fort Totten pertains primarily to family housing. The Ernie Pyle Reserve Center and 77th Army Reserve Command are not at issue in the recommendation.

The Commission acknowledged family housing had a significant backlog of deferred maintenance

requirements. At least 24 units were inactive due to unsatisfied rehabilitation needs, and occupied units contained limited amenities. The Commission also noted the area around Fort Totten was an upscale community where rentals are expensive, and vacancies are limited. By Commission cost estimates, moving Fort Totten's military families on the economy would result in a total out-ofpocket expense of \$0.5 million to family housing members. Alternatively, the draft Army plan to rehabilitate quarters at the Navy's Mitchell Field, Long Island housing area is financially unattractive. The Commission found, however, a sufficient number of vacant quarters exist at Fort Hamilton to satisfy Fort Totten's military family housing requirements. The Commission found acceptance of the DoD recommendation would result in a reduction of excess infrastructure.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: close Fort Totten, except an enclave for the U.S. Army Reserve. Dispose of family housing.

Seneca Army Depot, New York

Category: Ammunition Storage Installations Mission: Receive, store, issue, maintain and demilitarize conventional munitions; receive, store, and issue general supplies, including hazardous materials and prepositioned reserve stocks

One-time Cost: \$29.9 million Savings: 1996-2001: \$12.9 million Annual: \$19.3 million

Return on Investment: 1999 (Immediate)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Seneca Army Depot, except an enclave to store hazardous material and ores.

Secretary of Defense Justification

This recommendation is supported by the Army's long range operational assessment. The Army has adopted a "tiered" ammunition depot concept to reduce infrastructure, eliminate static non-required ammunition stocks, decrease manpower requirements, increase efficiencies and permit the Army to manage a smaller stockpile. The tiered depot

concept reduces the number of active storage sites and makes efficiencies possible:

- (1) Tier 1—Active Core Depots. These installations will support a normal/full-up activity level with a stockage configuration of primarily required stocks and minimal non-required stocks requiring demilitarization. Normal activity includes daily receipts/issues of training stocks, storage of war reserve stocks required in contingency operations and additional war reserve stocks to augment lower level tier installation power projection capabilities. Installations at this activity level will receive requisite levels of storage support, surveillance, inventory, maintenance and demilitarization.
- (2) Tier 2—Cadre Depots. These installations normally will perform static storage of follow-on war reserve requirements. Daily activity will be minimal for receipts/issues. Workload will focus on maintenance, surveillance, inventory and demilitarization operations. These installations will have minimal staffs unless a contingency arises.
- (3) Tier 3—Caretaker Depots. Installations designated as Tier 3 will have minimal staffs and store stocks no longer required until demilitarized or relocated. The Army plans to eliminate stocks at these sites no later than year 2001. Seneca Army Depot is a Tier 3 depot.

Community Concerns

The Seneca community contends Seneca should be a Tier 1 instead of a Tier 3 installation due to its power projection capabilities. They note Seneca received no credit for its on-post airfield and missile maintenance facilities, and received insufficient value for its conforming small-arms warehouses. They contend the tiering plan further used irrelevant measures for location, storage, and power projection, and inclusion of the ammunition tiering plan in the stationing strategy negates the military value analysis. The community also argues all other Army ammunition storage is full, so there would be nowhere for Seneca's ammunition to go. They believe the Department would save more money by closing Letterkenny and transferring the missile maintenance mission to existing facilities at Seneca.

Commission Findings

The Commission found the ammunition tiering plan used as an input to the Army's operational blueprint was not intended for BRAC purposes, and contained both internal inconsistencies and flaws arising from its use in the BRAC context. Its inclusion caused Seneca to lose one position (3rd to 4th) in military value ranking. Because of the inclusion of the tiering plan, bases in different tiers could not be fairly evaluated against each other.

The Commission found no significant excess capacity existed in the Army ammunition storage system. The Commission also found, however, with the retention of demilitarization capability at Sierra Army Depot, the system contained enough demilitarization capacity to create excess storage space equal to two installations over the next six years if demilitarization of existing ammunition stored outdoors was deferred.

The Commission also found Seneca was particularly hurt by the choice of square feet as a storage metric, and Seneca was not given proper credit for its airfield and conforming small-arms warehouses. Given the ability to reduce ammunition storage by two installation equivalents, however, the Commission found Seneca could be closed.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: close Seneca Army Depot, except an enclave to store hazardous material and ores.

Recreation Center #2, North Carolina

Category: Minor Installation

Mission: Currently leased to City of Fayetteville,

North Carolina One-time Cost: None Savings: 1996-2001: None

Annual: None

Return on Investment: 1996 (Immediate)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Recreation Center #2, Fayetteville, NC.

Secretary of Defense Justification

Recreation Center #2 consists of approximately four acres and 17,000 square feet of community facilities. Recreation Center #2 is currently being leased to the city of Fayetteville, NC, and is excess to the Army's requirements. Closing Recreation Center #2 will provide reuse opportunities.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found no reason to disagree with the recommendation of the Secretary of Defense.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: close Recreation Center #2, Fayetteville, North Carolina.

Fort Indiantown Gap, Pennsylvania

Category: Major Training Areas Mission: Support active Army and Reserve Component training One-time Cost: \$8.5 million Savings: 1996-2001: \$74.8 million

Annual: \$18.4 million

Return on Investment: 1997 (Immediate)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Fort Indiantown Gap, except minimum essential facilities as a Reserve Component enclave.

Secretary of Defense Justification

In the past ten years, the Army significantly reduced its active and reserve forces. The Army must reduce excess infrastructure to meet future requirements.

Fort Indiantown Gap is low in military value compared to other major training area installations. Although managed by an Active Component garrison, it has virtually no Active Component tenants. Annual training for Reserve Component units which now use Fort Indiantown Gap can be conducted at other installations in the region, including Fort Dix, Fort A.P. Hill and Fort Drum.

Fort Indiantown Gap is owned by the Commonwealth of Pennsylvania and leased by the U.S. Army through 2049 for \$1. The government can terminate the lease with one year's written notice. Facilities erected during the duration of the lease are the property of the U.S. and may be disposed of, provided the premises are restored to their natural condition.

Community Concerns

Members of the surrounding communities in the Lebanon Valley, as well as officials of the Pennsylvania National Guard, believe the training and readiness of Reserve Component units within the state will suffer as a result of the recommendation. The recommendation made by the Secretary of Defense would require travel out of state for annual training. The community would like to continue the current level of daily operations and training on the installation with the support and funding provided by having an active Army garrison. The Pennsylvania National Guard pointed to several inaccuracies in the original data calls to The Army Basing Study, which resulted in the Cost of Base Realignment Actions (COBRA) being recomputed and showing lower savings from closing the installation than first estimated. With the various tenant activities and daily work and training sites dispersed throughout the base, advocates of keeping the post open pointed out that any "enclave" would contain virtually the entire installation.

Commission Findings

The Commission found the Army's recommendation to close Fort Indiantown Gap to be reasonable in view of the cost of maintaining the large amount of aging infrastructure. The Commission carefully examined other installations in the region and found adequate locations exist with sufficient capacity for Reserve Component annual training, without Fort Indiantown Gap, but scheduling of such training would be more difficult, especially during peak training load periods. The Commission also found National Guard and other RC units required continued access to Fort Indiantown Gap for both individual and annual training.

Claims by elected officials, the Pennsylvania National Guard, and community members that the Army's COBRA analysis was flawed were carefully reviewed by Commission Staff, the Army Audit Agency, and the General Accounting Office. Each review supported the Army's COBRA.

The Commission found the Army's analysis objective and an accurate projection of future, substantial savings.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from the force-structure

plan and final criteria 1 and 2. Therefore, the Commission recommends the following: close Fort Indiantown Gap, except minimum essential ranges, facilities, and training areas as a Reserve Component training enclave to permit the conduct of individual and annual training. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Kelly Support Center, Pennsylvania

Category: Command, Control and

Administration

Mission: Administrative and logistics support

One-time Cost: \$0.3 million Savings: 1996-01: \$2.1 million Annual: \$0.7 million

Return on Investment: 1998 (Immediate)

FINAL ACTION: Realign

Secretary of Defense Recommendation

Realign the Kelly Support Center by consolidating Army Reserve units onto three of its five parcels. Dispose of the remaining two parcels. Relocate the Army Reserve's leased maintenance activity in Valley Grove, WV, to the Kelly Support Center.

Secretary of Defense Justification

Kelly Support Center, a sub-installation of Fort Drum, NY, provides administrative and logistical support to Army Reserve units in western Pennsylvania. It comprises five separate parcels of property.

The Kelly Support Center is last in military value compared to other command and control/administrative support installations. Reserve usage is limited to monthly weekend drills. It possesses no permanent facilities or mobilization capability.

This proposal eliminates two parcels of property, approximately 232 acres and 500,000 square feet of semi-permanent structures, from the Army's inventory. Since there are no other feasible alternatives, the Army is retaining three small parcels for Army Reserve functions and Readiness Group Pittsburgh.

Relocating the Army's Reserve activity from Valley Grove Area Maintenance Support Activity, WV, to the Kelly Support Center consolidates it with its parent unit and saves \$28,000 per year in lease costs.

Community Concerns

Based on current staffing and reimbursable positions, the community contends the personnel savings are overstated. The community also argued the personnel savings appear questionable since the implementation plan indicates 70 percent of the current workforce would be retained to support the recently designated Reserve Support Command. Finally, the community believes no lease savings will be realized, because a new maintenance facility is being constructed in West Virginia for the Valley Grove unit.

Commission Findings

The Commission found the revised Army cost analysis keeps the area support mission at the Kelly Support Center with a majority of the existing workforce. In addition, the Secretary of Defense informed the Commission on June 14, 1995, it was no longer viable to relocate the Valley Grove maintenance activity to the Kelly Support Center because a new facility is being built for the unit in West Virginia.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criterion 2. Therefore, the Commission recommends the following: realign the Kelly Support Center by consolidating Army Reserve units onto three of its five parcels. Dispose of the remaining two parcels. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Letterkenny Army Depot, Pennsylvania

Category: Depots

Mission: Depot maintenance One-time Cost: \$49.6 million Savings: 1996-2001: \$226.5 million

Annual: \$76.0 million

Return on Investment: 1998 (Immediate)

FINAL ACTION: Realign

Secretary of Defense Recommendation

Realign Letterkenny Army Depot by transferring the towed and self-propelled combat vehicle mission to Anniston Army Depot. Retain an enclave for conventional ammunition storage and tactical missile disassembly and storage. Change the 1993 Commission's decision regarding the consolidating of tactical missile maintenance at Letterkenny by transferring missile guidance system workload to Tobyhanna Army Depot.

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Secretary of Defense Justification

Letterkenny Army Depot is one of the Army's five maintenance depots and one of three ground vehicle maintenance depots. Over time, each of the ground maintenance depots has become increasingly specialized. Anniston performs heavy combat vehicle maintenance and repair. Red River performs similar work on infantry fighting vehicles. Letterkenny Army Depot is responsible for towed and self-propelled artillery as well as DoD tactical missile repair. Like a number of other Army depots, Letterkenny receives, stores, and ships all types of ammunition items. A review of long range operational requirements supports a reduction of Army depots, specifically the consolidation of ground combat workload at a single depot.

The ground maintenance capacity of the three depots currently exceeds programmed work requirements by the equivalent of one to two depots. The heavy combat vehicle mission from Anniston cannot be absorbed at Letterkenny without major construction and facility renovations. Available maintenance capacity at Anniston and Tobyhanna makes the realigning Letterkenny to the two depots the most logical in terms of military value and cost effectiveness. Closure of Letterkenny is supported by the Joint Cross-Service Group for Depot Maintenance.

The Army's recommendation to transfer missile workload to Tobyhanna Army Depot preserves Letterkenny's missile disassembly and storage mission. It capitalizes on Tobyhanna's electronics focus and retains DoD missile system repair at a single Army depot.

Community Concerns

The community was critical of DoD's proposal to change the 1993 Defense Base Closure and Realignment Commission's recommendation which consolidated DoD's tactical missile maintenance work at Letterkenny Army Depot. The community believes Letterkenny was recommended for realignment as a result of what they believed to be the Army's flawed military value analysis. The community argued the military value analysis inappropriately gave more weight to (1) depot capacity, which is based on the number of workstations, (2) the average age of depot buildings, and (3) hourly base operating costs. The community believes the military value should have placed more weight on a comparative analysis of

relative depot size, including expandable acres and building square footage. If the Army had done so, the community believes Letterkenny would not have been targeted for closure or realignment. The community further stated the Army's military value analysis did not consider current and future missions, including ongoing efforts to consolidate interserviced tactical missile maintenance, and benefits gained from current and future public and private depot teaming arrangements. They suggested the public and private partnership arrangements should be continued to make more efficient use of available infrastructure. The community also voiced concerns about the Army's failure to consider above core workload in its initial COBRA estimates. Finally, the community argued the one-time cost to realign Letterkenny's workload to the Anniston and Tobyhanna Army Depots was significantly understated and the return on investment would exceed 90 years, compared to the DoD estimate which calculated an immediate return on investment.

Commission Findings

The Commission found the Army treated all of its depots equally. The Army's military value rating process was driven by the Army's desire to eliminate excess capacity within its depot infrastructure. Higher overhead expenses, coupled with a lower direct labor hour base, resulted in Letterkenny's lower military value rating. The Commission found Letterkenny's forecast future workload was not sufficient to maintain a cost efficient depot.

The Commission carefully examined the Army's one-time cost for realigning the Letterkenny Army Depot and found some uncertainties. The Commission found the Army failed to include in its COBRA analysis, construction costs of approximately \$5.7 million and personnel training costs of approximately \$10 million. These oversights would raise the one-time costs to approximately \$65 million, but do not change the projected annual savings. The estimated one-time costs support the transfer of 450 personnel to Tobyhanna Army Depot and 392 tenant personnel to Base X. In making its final decisions, the Commission considered these instances where costs could ultimately be other than what DoD has projected. The Commission adopted the DoD recommendation, and the DoD cost projections while recognizing the uncertainties associated with these costs.

The 1993 Commission assigned Letterkenny responsibility for the interservice repair and overhaul of DoD's tactical missiles and related support equipment. The Letterkenny personnel have made excellent progress in their efforts to implement the 1993 Commission's recommendation. The 1995 Commission notes that the Report of the Commission on Roles and Missions of the Armed Forces suggested the eventual privatization of depot maintenance activities. The consolidated tactical missile repair program is a likely candidate for future privatization. In response to community concerns about the Army's failure to consider above core tactical missile maintenance workload in its original COBRA analysis, the Army Materiel Command changed its assumptions to reflect retention of an additional 310 personnel to work in the enclaved tactical missile area of Letterkenny. The Commission suggests the Department of Defense explore options for transferring workload to the private sector, as appropriate.

The Commission found using Letterkenny facilities for Paladin weapon system upgrades was highly efficient and cost effective. The Commission further recognizes OSD policy generally dictates that future weapon system upgrades should be accomplished within the private sector. For this reason, the Commission finds the Department of Defense should make every effort to dispose of Letterkenny's combat vehicle shops as an intact, complete and useable facility that could be used by the private sector for future weapon system upgrades. This would afford the community a better opportunity of recovering from the economic effects that may occur following the realignment of the Letterkenny installation.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 1, 2, 4, and 5. Therefore, the Commission recommends the following: realign Letterkenny Army Depot by transferring the towed and self-propelled combat vehicle mission to Anniston Army Depot, Alabama. Retain an enclave for conventional ammunition storage and tactical missile disassembly and storage. Change the 1993 Commission's decision regarding the consolidation of tactical missile maintenance at Letterkenny by transferring missile guidance system workload to Tobyhanna Army Depot, Pennsylvania or private sector commercial activities. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Fort Buchanan, Puerto Rico

Category: Command and Control Mission: Coordinate and support mobilization of Reserve Component forces, and provide base operations and other support to government activities in Puerto Rico and the U.S. Virgin Islands One-time Cost: \$7.0 million

Savings: 1996-2001: \$23.3 million

Annual: \$8.9 million

Return on Investment: 1999 (Immediate)

FINAL ACTION: Realign

Secretary of Defense Recommendation

Realign Fort Buchanan by reducing garrison management functions and disposing of family housing. Retain an enclave for the reserve components, Army and Air Force Exchange Service (AAFES) and the Antilles Consolidated School.

Secretary of Defense Justification

Fort Buchanan, a sub-installation of Fort McPherson, provides administrative, logistical and mobilization support to Army units and activities in Puerto Rico and the Caribbean region. Tenants include a U.S. Army Reserve headquarters, AAFES and a DoD-operated school complex. Although the post is managed by an active component garrison, it supports relatively few active component tenants. The family housing will close. The activities providing area support will relocate to Roosevelt Roads Navy Base and other sites. The Army intends to license buildings to the Army National Guard, that they currently occupy.

Community Concerns

The community believes Fort Buchanan's strategic and historic value were incorrectly assessed during the assessment/selection process. It is the last active Army presence in the Caribbean and soon to be the last in Latin America, a legacy dating back to 1898. The community maintains the manpower impact of the DoD recommendation is underestimated and that actual job losses will exceed 500 personnel. The community believes Army cost estimates understate closure costs and operating costs. Thus, savings from adoption of the DoD recommendation are inaccurate. The community contends Roosevelt Roads, while only 42 road miles from Fort Buchanan, is an unacceptable alternative for family housing. Travel between the two installations routinely takes up

to two hours. Further, Roosevelt Roads already has a 400 unit family housing deficit and the San Juan housing rental market is very tight and expensive. Lastly, the community notes Fort Buchanan's closure would be a severe blow to the 15,000 plus retired community, and would be devastating to the already depressed Puerto Rican economy.

Commission Findings

The Commission reviewed information concerning the current state and cost of Fort Buchanan's family housing, deferred maintenance, and the status of the installation's utility infrastructure. The Commission noted while family housing was generally well maintained, units are old, amenities limited, and the supporting installation utility infrastructure is old. The Commission found closure of family housing results in savings to DoD, significant cost avoidance, and the reduction of excess infrastructure.

The Commission discussed the range of installation missions. Mobilization support is important, and its support is best fulfilled by a resident active component garrison. The Commission found the concept to disestablish the installation garrison exceeded the scope of the DoD recommendation to realign Fort Buchanan. The Commission reviewed cost estimates to maintain a garrison capable of supporting mobilization and the enclaved tenant units. Although savings are reduced from the DoD estimates, the Commission recommendation reduces infrastructure and retains an active presence in Puerto Rico while still providing savings.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 1, 2, 4, and 5. Therefore, the Commission recommends the following: realign Fort Buchanan. Dispose of family housing. Retain garrison facilities as necessary to fulfill mobilization missions and requirements, and enclave support functions. Retain an enclave for the Reserve Components, Army and Air Force Exchange Service (AAFES) and the Antilles Consolidated School. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Red River Army Depot, Texas

Category: Depots

Mission: Depot maintenance

One-time Cost: \$7.2 million Savings: 1996-2001: \$83.9 million Annual: \$20.0 million

Return on Investment: 1997 (Immediate)

FINAL ACTION: Realign

Secretary of Defense Recommendation

Close Red River Army Depot. Transfer the ammunition storage mission, intern training center, and civilian training education to Lone Star Army Ammunition Plant. Transfer the light combat vehicle maintenance mission to Anniston Army Depot. Transfer the Rubber Production Facility to Lone Star.

Secretary of Defense Justification

Red River Army Depot is one of the Army's five maintenance depots and one of three ground vehicle maintenance depots. Over time, each of the ground maintenance depots has become increasingly specialized. Anniston performs heavy combat vehicle maintenance and repair. Red River performs similar work on infantry fighting vehicles. Letterkenny Army Depot is responsible for towed and self-propelled artillery as well as DoD tactical missile repair. Like a number of other Army depots, Red River receives, stores, and ships all types of ammunition items. A review of long range operational requirements supports a reduction of Army depots, specifically the consolidation of ground combat workload at a single depot.

The ground maintenance capacity of the three depots currently exceeds programmed work requirements by the equivalent of one to two depots. Without considerable and costly modifications, Red River cannot assume the heavy combat vehicle mission from Anniston. Red River cannot assume the DoD Tactical Missile Consolidation program from Letterkenny without major construction. Available maintenance capacity at Anniston and Tobyhanna makes the realignment of Red River into Anniston the most logical in terms of military value and cost effectiveness. Closure of Red River is consistent with the recommendations of the Joint Cross-Service Group for Depot Maintenance.

Community Concerns

The community argues closure of Red River Army Depot will destroy the special efficiencies that result from collocation of the Red River Army Depot with the Defense Logistics Agency Distribution Depot, Red River. They claim DoD substantially deviated from the final selection criteria by not conducting a combined value assessment of the two. They also believe closing Red River Army Depot will overload Anniston Army Depot, limit surge capability, and jeopardize readiness. Retention of only one maintenance depot for ground combat vehicles will severely limit the Army's ability to respond to national emergencies. The community also believes that the Army understated the costs associated with the recommendation. Additionally, the community claims the Army analysis is flawed by omitting significant mission requirements, such as the Missile Recertification Office, and by including non-BRAC personnel savings. The community also believes the Army understated unemployment costs in their economic analysis. The community proposes retention of Red River Army Depot and Anniston Army Depot, realignment of Letterkenny Army Depot to Anniston and Red River and downsizing of both to core. To fill vacant infrastructure, the community recommends teaming with industry.

Commission Findings

The Commission found the Army has treated all its depots equally. The Army's recommendations were an aggressive approach to minimize depot infrastructure, maintaining the minimal capacity to support Army peacetime and wartime requirements. In addition, the Army recommendations supported its stationing strategy and the operational blueprint. The Army's operational blueprint, however, assumed too great a risk in readiness in the attempt to reduce infrastructure costs. While Anniston Army Depot, Alabama, has the capacity to accept the ground combat vehicle depot maintenance workload from Red River, the Commission found placing all this workload into a single facility places too much risk on readiness. Retention of both Anniston Army and Red River Army Depots keeps the Army's top-rated ground combat depots and preserves future readiness.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criterion 1. Therefore, the Commission recommends the following: realign Red River Army Depot by moving all maintenance missions, except for that related to the Bradley Fighting Vehicle Series, to other depot maintenance activities, including the private sector. Retain conventional ammunition storage, intern training center, Rubber Production Facility, and civilian training education at Red River. The Com-

mission finds this recommendation is consistent with the force-structure plan and final criteria.

Dugway Proving Ground, Utah

Category: Proving Ground Mission: Test and Evaluation

One-time Cost: None Savings: 1996-2001: None Annual: None

Return on Investment: None FINAL ACTION: Remain Open

Secretary of Defense Recommendation

Realign Dugway Proving Ground by relocating the smoke and obscurant mission to Yuma Proving Ground, AZ, and some elements of chemical/biological research to Aberdeen Proving Ground, MD. Dispose of English Village and retain test and experimentation facilities necessary to support Army and DoD missions.

Secretary of Defense Justification

Dugway is low in military value compared to other proving grounds. Its test facilities conduct both open air and laboratory chemical/biological testing in support of various Army and DoD missions. The testing is important as are associated security and safety requirements. However, this recommendation enables the Army to continue these important missions and also reduce costly overhead at Dugway.

Yuma can assume Dugway's programmed smoke and obscurant testing. Aberdeen Proving Ground can accept the laboratory research and development portion of the chemical/biological mission from Dugway, since it is currently performing chemical and biological research in facilities that carry equivalent bio/safety levels. Open air and simulant testing missions will remain at Dugway.

The State of Utah has expressed an interest in using English Village and associated firing and training ranges at Dugway for the National Guard, including the establishment of an artillery training facility.

Community Concerns

The major community concern at Dugway is the Army's planned closure of English Village and the resultant impact on the military value of Dugway Proving Ground. Two thousand residents and employees of Dugway live at English Village.

There is no nearby housing available and, according to the community, the loss of productivity in making long commutes, often during inclement weather, would be staggering. The 592 housing units that comprise English Village cost the Army \$1.5 million annually. The community believes that English Village should be kept open to support Dugway's vital missions and quality of life.

Commission Findings

The Commission found closure of English Village would significantly impact Dugway's testing mission and the residents' quality of life. The Commission found permitting problems at Yuma and Aberdeen Proving Grounds, the planned receiver sites for part of Dugway's mission, made the move virtually impossible. On June 14, 1995, the Secretary of Defense asked that the recommendation on Dugway Proving Ground be set aside. The Secretary said testing must remain at Dugway, and because of facility restrictions and permitting requirements, the base operating support, including English Village, should remain open.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 1 and 8. Therefore, the Commission recommends the following: Dugway Proving Ground, including English Village, will remain open. The Commission finds this recommendation is consistent with the forcestructure plan and final criteria.

Fort Lee, Virginia

Category: Training Schools
Mission: Provide facilities and services to
the U.S. Army Combined Arms Support
Command, the Quartermaster Center and
School, the Army Logistics Management
College, and other tenants
One-time Cost: \$2.1 million
Savings: 1996-2001: \$15.5 million
Annual: \$3.7 million
Return on Investment: 1997 (1 year)
FINAL ACTION: Realign

Secretary of Defense Recommendation

Realign Fort Lee, by reducing Kenner Army Community Hospital to a clinic. Eliminate inpatient services.

Secretary of Defense Justification

This recommendation, suggested by the Joint Cross-Service Group on Medical Treatment, eliminates excess medical treatment capacity at Fort Lee, VA by eliminating inpatient services at Kenner Army Community Hospital. Inpatient care would be provided by other nearby military medical activities and private facilities through Civilian Health and Medical Program of the Uniformed Services (CHAMPUS).

Community Concerns

The community contends the Army recommendation would decrease staff at the facility below the level needed to support adequately an outpatient clinic. They argue these staff reductions and elimination of inpatient care services would mean the loss of critical medical support to Fort Lee's mission, as well as diminished access and increased costs for beneficiaries in and beyond the hospital catchment area. In addition, they say these reductions would result in half of the hospital's current demand for outpatient workload falling to outside providers, thus greatly increasing the Army's predicted cost of the recommendation. The community also argues DoD would lose the ability to manage CHAMPUS costs in the Fort Lee area, further increasing the cost of the program beyond the Army's estimate. Finally, the community points out the Joint Cross-Service Group's functional value score for Kenner Army Community Hospital was higher than many other hospitals not recommended for realignment.

Commission Findings

The Commission found the realignment of Kenner Army Community Hospital, to an adequately staffed and resourced outpatient clinic, will eliminate excess acute care inpatient beds and reduce costs, without compromising the mission effectiveness of Fort Lee. The Commission recognized the validity of the community's concern that a poorly staffed clinic could potentially impair Fort Lee's important training and other missions. While the Commission found the adequacy of clinic resources is an Army responsibility and will be resolved during the implementation of this recommendation, it urges the Army to pay close attention to ensure continued, adequate, outpatient care to beneficiaries.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: realign Fort Lee, by reducing Kenner Army Community Hospital to a clinic. Eliminate inpatient services.

Fort Pickett, Virginia

Category: Major Training Areas
Mission: Regional training center that
supports active Army and Reserve
Components and other DoD activities
One-time Cost: \$25.3 million
Savings: 1996-2001: \$46.7 million
Annual: \$21.8 million

Return on Investment: 1999 (Immediate)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Fort Pickett, except minimum essential training areas and facilities as an enclave for the Reserve Components. Relocate the Petroleum Training Facility to Fort Dix, NJ.

Secretary of Defense Justification

In the past ten years, the Army has reduced its active and reserve forces considerably. The Army must reduce excess infrastructure to meet the needs of the future.

Fort Pickett is very low in military value compared to other major training area installations. It has virtually no Active Component tenants. Annual training for reserve units that now use Fort Pickett can be conducted easily at other installations in the region, including Fort Bragg, Fort A.P. Hill and Camp Dawson. The Army intends to license required facilities and training areas to the Army National Guard.

Community Concerns

Members of the rural community strongly support keeping Fort Pickett open, stressing what they believe is its high military value and the employment opportunities it provides. Residents of the town of Blackstone and employees on the installation have both stressed the long-term, outstanding military-community relations that exist, and cited the lack of environmental impediments to training that exist at other military bases. Community groups believe the Army's analysis was flawed, and failed to take into account the training con-

ducted at Fort Pickett by the other services' active and reserve components, as well as increased active duty Marine and Army training occurring there due to training congestion at installations such as Camp Lejeune and Fort Bragg, North Carolina.

Commission Findings

The Commission found the Army evaluated all its major training area installations equally. The Commission also found the Army's process of integrating a quantitative installation assessment with a qualitative operational blueprint, based upon operational and stationing requirements of the Army Stationing Strategy, is a sound approach to develop a military value assessment (MVA) for each installation in this category.

The Commission examined all of the issues presented by the local community and elected officials, especially with regard to the military value of Fort Pickett as a major training area. The Commission found members of all components from all the armed forces train at Fort Pickett. In evaluating the future access to the training facilities and training area of the installation, especially by members of the Reserve Component (RC), the Commission was satisfied that such access can continue. The Commission found adequate training locations existed in the region to handle additional RC annual training requirements, without Fort Pickett, but scheduling of such training would be more difficult, especially during peak training load periods. The Commission also found the National Guard and other RC units required continued access to Fort Pickett for both individual and annual training.

Finally, the Commission found closing Fort Pickett, and preserving an enclave for training for the Reserve Components, would reduce excess infrastructure and generate substantial savings.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from the force-structure plan and final criteria 1 and 2. Therefore, the Commission recommends the following: close Fort Pickett, except minimum essential ranges, facilities, and training areas as a Reserve Component training enclave to permit the conduct of individual and annual training. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Information Systems Software Center (ISSC), Virginia

Category: Leases

Mission: Software support One-time Cost: \$ 9.0 million

Savings: 1996-01: \$-4.9 million (Cost)

Annual: \$1.2 million

Return on Investment: 2007 (9 years)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close by relocating Information Systems Software Center to Fort Meade, MD.

Secretary of Defense Justification

In 1993, the Commission suggested DoD direct the Services to include a separate category for leased facilities to ensure a bottom-up review of leased space. The Army has conducted a review of activities in leased space to identify opportunities for relocation onto military installations. Because of the cost of leasing, the Army's goal is to minimize leased space, when feasible, and maximize the use of government-owned facilities.

This activity can relocate easily for a minor cost. The annual cost of the current lease is \$2 million.

Community Concerns

Even though the lease on the facility occupied by the Information Systems Software Center expires in 2000, the community contends there would be no savings to the government, as a result of the recommendation because the General Services Administration must continue to pay the rent. The community argued there is no existing space to renovate at Fort Meade, so the Army must construct a new building. They noted the return on investment for new construction is 18 years versus 9 years under the renovation option.

Commission Findings

The Commission found the Army plans to backfill the leased space occupied by the Information Systems Software Center (ISSC) with activities currently in less desirable leased space. The Commission found the lease savings should be comparable because the lease costs for the activities under consideration are approximately the same as ISSC's lease cost. The Commission found the recommendation is consistent with the Army's Stationing Strategy to reduce leased space and move into government-owned space where economically feasible.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: close by relocating Information Systems Software Center to Fort Meade, Maryland.

Camp Bonneville, Washington

Category: Minor Installation

Mission: Provide training facilities for active Army and Reserve Component units

One-time Cost: \$0.04 million Savings: 1996-2001: \$0.8 million

Annual: \$0.2 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Camp Bonneville.

Secretary of Defense Justification

Camp Bonneville consists of approximately 4,000 acres and 178,000 square feet of facilities. The primary mission of Camp Bonneville is to provide training facilities for Active and Reserve units. Training currently conducted at Camp Bonneville will be shifted to Fort Lewis, Washington. Accordingly, Camp Bonneville is excess to the Army's requirements. Closing the camp will save base operations and maintenance funds and provide reuse opportunities.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found no reason to disagree with the recommendation of the Secretary of Defense.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: close Camp Bonneville.

Valley Grove Area Maintenance Support Activity, West Virginia

Category: Minor Installation

Mission: Maintenance support to Army

Reserve activities One-time Cost: None Savings: 1996-2001: None

Annual: None

Return on Investment: None FINAL ACTION: Remain Open

Secretary of Defense Recommendation

Close Valley Grove Area Maintenance Support Activity (AMSA). Relocate reserve activity to the Kelly Support Center, PA, provided the recommendation to realign Kelly Support Center is approved.

Secretary of Defense Justification

Valley Grove AMSA, located in Valley Grove, WV, consists of approximately 10,000 square feet of leased maintenance facilities. Its primary mission is to provide maintenance support to Army Reserve activities. Consolidating tenants from Valley Grove AMSA with the Reserve Component activities remaining on Kelly Support Center will reduce the cost of operation.

Community Concerns

There were no formal expressions from the community.

Commission Findings

As stated by the Secretary of Defense's letter dated June 14th, 1995 and upon further evaluation, the Commission found the closure and relocation of Valley Grove Area Maintenance Support Activity to Kelly Support Center, Pennsylvania is no longer viable. The Commission found Congress added a construction project (\$6.8 million) to build a new maintenance shop at Wheeling-Ohio County Airport. The project is now underway, obviating the need to move to a new facility at Kelly Support Center.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criterion 2. Therefore, the Commission recommends the following: Valley Grove Area Maintenance Support Activity (AMSA) will remain open. The Commission finds this recommendation is consistent with the forcestructure plan and final criteria.

Department of the Navy

Naval Air Facility, Adak, Alaska

Category: Operational Air Stations

Mission: Support for Anti-Submarine Warfare

Surveillance Mission
One-time Cost: \$9.4 million

Savings: 1996-2001: \$108.8 million

Annual: \$26.0 million

Return on Investment: 1997 (Immediate)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Naval Air Facility, Adak, Alaska.

Secretary of Defense Justification

Despite the large reduction in operational infrastructure accomplished during the 1993 round of base closure and realignments, since DON force structure experiences a reduction of over 10 percent by the year 2001, there continues to be additional excess capacity that must be eliminated. In evaluating operational bases, the goal was to retain only that infrastructure necessary to support the future force structure without impeding operational flexibility for deployment of that force. In the case of Naval Air Facility, Adak, Alaska, the Navy's anti-submarine warfare surveillance mission no longer requires these facilities to base or support its aircraft. Closure of this activity reduces excess capacity by eliminating unnecessary capabilities and can be accomplished with no loss in mission effectiveness.

Community Concerns

There were no formal expressions of concern from the local community. The U.S. Coast Guard, however, expressed concern about the closing of NAF Adak because of its use as a support base for their law enforcement, search and rescue, and navigation aid maintenance operations. Without NAF Adak's support facilities, the Coast Guard would be forced to obtain support for their operations at a greater distance from their patrol areas which would increase their overall operating costs.

Commission Findings

The Commission found no reason to disagree with the recommendation of the Secretary of Defense. The closing of NAF Adak, however, caused the Coast Guard to voice concern about losing a base from which they can stage some of their operations. The Commission recognizes that the use of NAF Adak is important to the Coast Guard's missions of law enforcement and search and rescue. This operational need, however, is not sufficient to justify keeping the facility open.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: close Naval Air Facility, Adak, Alaska.

Fleet and Industrial Supply Center, Oakland, California

Category: Fleet and Industrial Supply Centers

Mission: Supply Support One-time Cost: \$23.0 million Savings: 1996-2001: \$29.7 million

Annual: \$12.6 million

Return on Investment: 1999 (Immediate)

FINAL ACTION: Close

Secretary of Defense Recommendation

None. The Commission added this military installation to the list of bases to be considered by the Commission for closure or realignment as a proposed change to the list of recommendations submitted by the Secretary of Defense.

Community Concerns

FISC is located in three jurisdictions: Oakland, Alameda, and Richmond, California. Alameda and Richmond would like to have the land in their cities closed under base closure rules, which would expedite the land transfer. Initially, Oakland was concerned that any base closure action would prevent implementation of special legislation authorizing the Secretary of the Navy to sign long-term leases with the City of Oakland, the Port of Oakland and the City of Alameda for \$1. The Port of Oakland and the Navy recently signed leases for two parcels of FISC land. The Port was originally concerned that closure of FISC as a BRAC action would delay their large port development plan. The Port recognized that closure would allow the Port to acquire the land and would not interfere or prevent ongoing lease negotiations.

Commission Findings

The Secretary of the Navy removed FISC Oakland from the list of recommendations presented to him because of excessive job losses in California. The Commission added FISC Oakland for consideration. The Commission found employment levels and workload at FISC decreasing as the bases it supported were closed. FISC's primary function would be to operate office space for Government tenants.

The Commission agreed with the Richmond and Alameda communities that the closure of FISC land in their communities would facilitate transfer of the land. To clarify that these were distinct parcels of land the Commission addressed these parcels in a separate closure motion. The Commission and the Oakland community ultimately agreed that the closure of the main FISC compound in Oakland would not interfere with their ongoing lease negotiations or previously signed leases, and would facilitate transfer of the property. The proposed closure actions received the endorsement of the Port of Oakland and the mayors of Oakland, Alameda, and Richmond. The Commission also found that additional savings would result if the two major tenants at FISC. Military Sealift Command and Defense Finance and Accounting Service, move to other Government-owned space.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 5 and 6. Therefore, the Commission recommends the following: realign the Fleet and Industrial Supply Center, Oakland. Close Point Molate Naval Refueling Station, Richmond, California. Close Navy Supply Annex, Alameda, California. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Commission Recommendation II

The Commission finds the Secretary of Defense deviated substantially from final criteria 5 and 6. Therefore, the Commission recommends the following: close the Fleet and Industrial Supply Center, Oakland. Relocate Defense Finance and Accounting Service and Military Sealift Command to Government-owned space. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Marine Corps Air Station, El Toro, California, and Marine Corps Air Station, Tustin, California

Category: Operational Air Stations Mission: Support Aviation Operations

One-time Cost: \$90.2 million

Savings: 1996-2001: \$293.0 million

Annual: \$6.9 million

Return on Investment: 1996 (Immediate) FINAL ACTION: Redirect (amended)

Secretary of Defense Recommendation

Change the receiving sites for "squadrons and related activities at NAS Miramar" specified by the 1993 Commission (1993 Commission Report, at page 1-18) from "NAS Lemoore and NAS Fallon" to "other naval air stations, primarily NAS Oceana, Virginia, NAS North Island, California, and NAS Fallon, Nevada." Change the receiving sites for MCAS Tustin, California, specified by the 1993 Commission from "NAS North Island, NAS Miramar, or MCAS Camp Pendleton" to "other naval air stations, primarily MCAS New River, North Carolina; MCB Hawaii (MCAF Kaneohe Bay); MCAS Camp Pendleton, California; and NAS Miramar, California."

Secretary of Defense Justification

This recommendation furthers the restructuring initiatives of operational bases commenced in BRAC 93 and also recognizes that the FY 2001 Force Structure Plan further reduced force levels from those in the FY 1999 Force Structure Plan applicable to BRAC 93. These force level reductions required the Department of the Navy not only to eliminate additional excess capacity but to do so in a way that retained only the infrastructure necessary to support future force levels and did not impede operational flexibility for the deployment of that force. Full implementation of the BRAC 93 recommendations relating to operational air stations would require the construction of substantial new capacity at installations on both coasts, which only exacerbates the level of excess capacity in this subcategory of installations. Revising the receiving sites for assets from these installations in this and other air station recommendations eliminates the need for this construction of new capacity, such that the total savings are equivalent to the replacement plant value of an existing tactical aviation naval air station.

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Further, within the context of the FY 2001 Force Structure Plan, the mix of operational air stations and the assets they support resulting from these recommendations provides substantial operational flexibility. For instance, the single siting of F-14s at Naval Air Station, Oceana, Virginia, fully utilizes that installation's capacity and avoids the need to provide support on both coasts for this aircraft series which is scheduled to leave the active inventory. This recommendation also permits the relocation of Marine Corps helicopter squadrons in the manner best able to meet operational imperatives.

Community Concerns

The MCAS El Toro, MCAS Tustin, California redirect affects numerous communities, several of which expressed concerns. There were no formal expressions, however, from the communities near the following bases: MCAF Kaneohe Bay, Hawaii; NAS North Island, California; NAS Fallon, Nevada; NAS Miramar, California; MCAS Camp Pendleton, California; and NAS Lemoore, California.

The NAS Oceana community is willing to accept the F-14 aircraft. An airport zoning ordinance was passed preventing certain types of incompatible development, and thus helping the NAS Oceana preserve their AICUZ (air installation compatible use zones). Approximately \$25 million has been slated by the local government to move two schools away from the air station, and out of the accident potential zones. The community believes overcrowding is not an issue for the air station and that the actual levels of aircraft assigned after the redirects will be less than were assigned in 1991.

The March AFB, California community, although not involved in the DoD recommendation, submitted a proposal to move the Marine helicopter assets to March AFB. They cite savings for DoD and operational improvements as the major reason for their desire to have the helicopter assets assigned to their base. March AFB is located in Riverside County, California. The community asserts the cost of living is less than that in the San Diego, California area and the Marines could use the over 700 family housing units available at March. The community also asserts that location of helicopters away from fixed wing aircraft offers more training opportunities for the helicopters. In addition, the community believes separate basing of helicopters and fixed wing aircraft eliminates safety and operational concerns.

Commission Findings

The Commission agreed with the Secretary of Defense that redirecting the F-14 and E-2C aircraft from NAS Lemoore to other naval air stations eliminates the need for \$345 million in construction costs at NAS Lemoore. Additionally, the Secretary's recommendation takes advantage of already existing capacity at NAS Oceana.

During final deliberations, the Commission debated other receiving sites for the Marine Corps helicopter squadrons, including March AFB, California. Although relocating helicopters to March AFB might be operationally attractive, operating costs, according to the Marine Corps, would be significantly more expensive. The Commission was assured that the collocation of fixed wing and rotary wing aircraft at NAS Miramar can be safely accomplished through careful base and flight operations planning. The Commission believes, however, that the recommendation for redirect to specific airfields may restrict the service to a location that may not be desirable after detailed implementation planning. Therefore, the Commission recommended the language be changed to "other air stations" to allow greater operational flexibility including the ability to locate the helicopter squadrons at March AFB or other locations if appropriate.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 1, 2 and 3. Therefore, the Commission recommends the following: change the receiving sites for "squadrons and related activities at NAS Miramar" specified by the 1993 Commission (1993 Commission Report, at page 1-18) from "NAS Lemoore and NAS Fallon" to "other naval air stations, primarily NAS Oceana, Virginia, NAS North Island, California, and NAS Fallon, Nevada." Change the receiving sites for MCAS Tustin, California, specified by the 1993 Commission from "NAS North Island, NAS Miramar, or MCAS Camp Pendleton" to "other air stations consistent with operational requirements." The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Naval Air Station, Alameda, California

Category: Operational Air Stations Mission: Support Aviation Operations One-time Cost: None Savings: 1996-2001: None Annual: None Return on Investment: None FINAL ACTION: Redirect

Secretary of Defense Recommendation

Change the receiving sites specified by the 1993 Commission for the closure of Naval Air Station, Alameda, California (1993 Commission Report, at page 1-35) for "aircraft along with the dedicated personnel, equipment and support" and "reserve aviation assets" from "NAS North Island" and "NASA Ames/Moffett Field," respectively, to "other naval air stations, primarily the Naval Air Facility, Corpus Christi, Texas, to support the Mine Warfare Center of Excellence, Naval Station, Ingleside, Texas."

Secretary of Defense Justification

The decision to collocate all mine warfare assets, including air assets, at the Mine Warfare Center of Excellence at Naval Station, Ingleside, Texas, coupled with the lack of existing facilities at Naval Air Station, North Island, support this movement of mine warfare helicopter assets to Texas. With this collocation of assets, the Navy can conduct training and operations with the full spectrum of mine warfare assets from one location, significantly enhancing its mine warfare countermeasures capability. This action is also consistent with the Department's approach for other naval air stations of eliminating capacity by not building new capacity.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found that locating mine warfare aviation assets to NAS Corpus Christi enhances training by collocating the full spectrum of mine warfare assets near the Mine Warfare Center of Excellence in nearby Ingleside, Texas. The Commission also found that directing Marine Reserve aviation assets to other naval air stations, affords the operational commander more flexibility in placing these assets. Because all costs and savings were realized in the original recommendation, no additional savings are claimed in this redirect.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: change the receiving sites specified by the 1993 Commission for the closure of Naval Air Station, Alameda, California (1993 Commission Report, at page 1-35) for "aircraft along with the dedicated personnel, equipment and support" and "reserve aviation assets" from "NAS North Island" and "NASA Ames/Moffett Field," respectively, to "other naval air stations, primarily the Naval Air Station, Corpus Christi, Texas, to support the Mine Warfare Center of Excellence, Naval Station, Ingleside, Texas."

Naval Command, Control and Ocean Surveillance Center, In-Service Engineering West Coast Division, San Diego, California

Category: Technical Centers/Laboratories Mission: Electronic In-Service Engineering

One-time Cost: \$1.8 million Savings: 1996-2001: \$19.3 million

Annual: \$4,3 million

Return on Investment: 1997 (Immediate) FINAL ACTION: Disestablish

Secretary of Defense Recommendation

Disestablish the In-Service Engineering West Coast Division (NISE West), San Diego, California, of the Naval Command, Control and Ocean Surveillance Center (NCCOSC), including the Taylor Street Special Use Area, and consolidate necessary functions and personnel with the Naval Command, Control and Ocean Surveillance Center, RDT&E Division, either in the NCCOSC RDT&E Division spaces at Point Loma, California, or in current NISE West spaces in San Diego, California.

Secretary of Defense Justification

There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation

of activities wherever practicable. This action permits the elimination of the command and support structure of the closing activity resulting in improved efficiency, reduced costs, and reduced excess capacity.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission agreed with the Secretary of Defense that personnel efficiencies could be realized through elimination of duplicative workload between NCCOSC's R&D and in-service engineering divisions.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: disestablish the In-Service Engineering West Coast Division (NISE West), San Diego, California, of the NCCOSC, including the Taylor Street Special Use Area, and consolidate necessary functions and personnel with the NCCOSC RDT&E Division, either in the NCCOSC RDT&E Division spaces at Point Loma, California, or in current NISE West spaces in San Diego, California.

Naval Health Research Center, San Diego, California

Category: Technical Centers and Laboratories

Mission: Biomedical Research

One-time Cost: None Savings: 1996-2001: None

Annual: None

Return on Investment: None FINAL ACTION: Remain Open

Secretary of Defense Recommendation

Disestablish the Naval Health Research Center (NHRC), San Diego, California, and relocate necessary functions, personnel and equipment to the Bureau of Naval Personnel (BUPERS) at Memphis, Tennessee.

Secretary of Defense Justification

There is an overall reduction in operational forces and a sharp decline of the DON budget through

FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. This activity performs research and modeling and maintains databases in a number of personnel health and performance areas, and its consolidation with the Bureau of Naval Personnel not only reduces excess capacity but also aligns this activity with the DON's principal organization responsible for military personnel and the primary user of its products. The resulting synergy enhances the discharge of this responsibility while achieving necessary economies.

Community Concerns

The community asserts that the Naval Health Research Center (NHRC) should be located in close proximity to a fleet concentration in order to have a ready source of test subjects. It argued that realigning NHRC to Memphis would seriously affect NHRC's ability to perform its mission, and would result in inordinate travel costs to bring subjects to the Center or to send researchers out to the field. An attendant concern was expressed that NHRC was identified in a joint study to become an armed forces research unit under the auspices of a new agency, the Armed Forces Medical Research and Development Agency (AFMRDA). The community contends that NHRC's utility to AFMRDA is based upon its proximity to test subjects as well as its potential status as the only research unit located on the west coast of the United States. The community raised questions about the suitability of realigning a medical command with a personnel administration command. Finally, the community maintained that the vast majority of NHRC's work is biomedical, and while some of NHRC's research may see applications in personnel programs, it should remain in a medical chain of command for tasking and funding.

Commission Findings

The Commission found that NHRC's work is overwhelmingly biomedical, not personnel research. The Commission was concerned that placing NHRC under the Bureau of Naval Personnel (BUPERS) pursuant to the recommendation of the Secretary of Defense would have a detrimental effect on its biomedical research. NHRC has been chosen to become a research unit under Armed Forces Medical Research and Development Agency (AFMRDA). If NHRC were moved to BUPERS, its access to the medical research community would be curtailed and its utility to AFMRDA would be questionable. The Commission found, therefore, that NHRC should remain within the chain of command of the Bureau of Medicine and Surgery, and at its present location. Severing well-established operational research ties in San Diego would have a deleterious affect on NHRC's mission performance not sufficiently offset by the proposed savings.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criterion 1. Therefore, the Commission recommends the following: the Naval Health Research Center (NHRC), San Diego remains open and is not disestablished. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Naval Personnel Research and Development Center, San Diego, California

Category: Technical Centers and Laboratories

Mission: Personnel Research One-time Cost: \$7.9 million

Savings: 1996-2001: \$-4.3 million (Cost)

Annual: \$1.9 million

Return on Investment: 2004 (4 years)

FINAL ACTION: Disestablish

Secretary of Defense Recommendation

Disestablish Naval Personnel Research and Development Center, San Diego, California, and relocate its functions, and appropriate personnel, equipment, and support to the Bureau of Naval Personnel, Memphis, Tennessee, and Naval Air Warfare Center, Training Systems Division, Orlando, Florida.

Secretary of Defense Justification

There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However,

the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. Disestablishment of this technical center not only eliminates excess capacity but also collocates its functions with the primary user of its products. This recommendation permits the consolidation of appropriate functions at the new headquarters concentration for the Bureau of Naval Personnel in Memphis, Tennessee, and at the technical concentration for training systems and devices in Orlando, producing economies and efficiencies in the management of these functions.

Community Concerns

The community believes the Naval Personnel Research and Development Center should be in close proximity to a fleet concentration in order to have a ready source of test subjects. It argued that realigning NPRDC to Memphis would seriously affect NPRDC's ability to perform its mission, and would result in inordinate travel costs to bring subjects to the Center or to send researchers out to the field. Concerns were also expressed over the number of personnel positions that DoD claims would be eliminated in the realignment. The community claimed some positions were eliminated through force level reductions and would have occurred regardless of whether NPRDC relocated. The relative operating costs at Memphis and San Diego were also questioned, and the community contends that those at Memphis are too low. Finally, the community believes that military construction costs at Memphis were arbitrarily reduced in DoD's analysis.

Commission Findings

The Commission agreed with the Secretary of Defense that NPRDC is the Navy's manpower and training research laboratory and should be collocated with the Navy's personnel headquarters, the primary user of NPRDC products. While access to a concentration of ready test subjects in San Diego is certainly convenient, the central location of Memphis provides access to an equally large number of test subjects. Although the Navy underestimated construction costs at Memphis, the Commission found relocation of NPRDC to Memphis was still cost effective.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: disestablish Naval Personnel Research and Development Center, San Diego, California, and relocate its functions, and appropriate personnel, equipment, and support to the Bureau of Naval Personnel, Memphis, Tennessee, and Naval Air Warfare Center, Training Systems Division, Orlando, Florida.

Naval Recruiting District, San Diego, California

Category: Administrative Activities Mission: Personnel Support

One-time Cost: \$0.3 million Savings: 1996-2001: \$0.1 million

Annual: None

Return on Investment: 1997 (1 year)

FINAL ACTION: Redirect

Secretary of Defense Recommendation

Change the receiving site for the Naval Recruiting District, San Diego, California, specified by the 1993 Commission (1993 Commission Report, at page 1-39) from "Naval Air Station North Island" to "other government-owned space in San Diego, California."

Secretary of Defense Justification

The North Island site is somewhat isolated and not necessarily conducive to the discharge of a recruiting mission. Moving this activity to government-owned space in a more central and accessible location enhances its operations. Additionally, with the additional assets being placed in NAS North Island in this round of closures and realignments, there is a need for the space previously allocated to this activity.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission agreed with the Secretary of the Navy that relocating Naval Recruiting District from a remote location at NAS North Island to a more centrally located site in San Diego would enhance its ability to attract new recruits. This redirect will

create space to accommodate the relocation of other commands to NAS North Island, resulting from other Commission recommendations.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: change the receiving site for the Naval Recruiting District, San Diego, California, specified by the 1993 Commission (1993 Commission Report, at page 1-39) from "Naval Air Station North Island" to "other Government-owned space in San Diego, California."

Naval Shipyard, Long Beach, California

Category: Naval Shipyards

Mission: Repair and Maintenance of Naval Ships

One-time Cost: \$74.5 million Savings: 1996-2001: \$725.6 million

Annual: \$130.6 million Return on Investment: 1997 (Immediate)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close the Naval Shipyard Long Beach, California, except retain the sonar dome government-owned, contractor-operated facility and those family housing units needed to fulfill Department of the Navy requirements, particularly those at Naval Weapons Station, Seal Beach, California. Relocate necessary personnel to other naval activities as appropriate, primarily Naval Weapons Station, Seal Beach and naval activities in the San Diego, California, area.

Secretary of Defense Justification

Despite substantial reductions in depot maintenance capability accomplished in prior base closure evolutions, as force levels continue to decline, there is additional excess capacity that needs to be eliminated. Force structure reductions by the year 2001 eliminate the requirement for the Department of the Navy to retain this facility, including its large-deck drydocking capability. As a result of BRAC 91, the adjoining Naval Station Long Beach was closed, and some of its assets were transferred to the naval shipyard for "ship support functions." Of those transferred assets, only those housing units required to fulfill Department of the Navy requirements in the local commuting area will be retained after closure of the naval shipyard.

Community Concerns

The community argues that closing Long Beach reduces the least amount of excess capacity and does not address the 37% excess nuclear capacity estimated to remain. The community maintains that the Navy capacity analysis is based solely on peacetime workload, with no consideration of drydock capacity for contingency, mobilization, and future force requirements. They believe the Navy closure process, with respect to drydock facilities, is not in conformance with United States Code Title 10, Section 2464, which requires DoD activities to maintain a logistics capability to respond to a mobilization or national emergency. The community questioned this process, noting the high percentage of drydock usage throughout the Department of the Navy. The community also maintains that the Navy process did not properly consider the current or future force-structure with regard to large-deck vessels in the Pacific Fleet.

The community argued that Long Beach could support homeporting of up to three nuclear carriers at less cost to the Navy than San Diego. Alternatively, they argue homeporting at least one carrier, and making Long Beach Naval Shipyard a detachment of Puget Sound Naval Shipyard, would reduce overhead, maintain the large drydock, and eliminate some of the expense of homeporting ships in San Diego.

Commission Findings

The Commission agreed with the Department of Defense that the Navy has excess shipyard capacity. The Commission found that although the number of large-deck ships has not decreased, a general decrease in force structure has resulted in an increased flexibility to accommodate unscheduled maintenance. The Commission acknowledged closure of Long Beach Naval Shipyard, and closure of Drydock 1, is not without some risk, but concluded that the risk is manageable, given the availability of the carrier-capable drydocks at Puget Sound and Pearl Harbor Naval Shipyards. The Commission agreed with the Navy's contention that the closure of the Long Beach Shipyard would benefit west coast private shipyards. The Commission found that the savings and return on investment resulting from closure supported the Department of Defense recommendation, even with an increase in the original cost to close estimate. Although the community asked the Commission to pursue the possibility of homeporting carriers at Long Beach, the Commission believes the assignment of ships to homeports is an operational, not base closure issue, and thus not appropriate for inclusion in its recommendation.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: close the Naval Shipyard Long Beach, California, except retain the sonar dome Government-owned, contractor-operated facility and those family housing units needed to fulfill Department of the Navy requirements, particularly those at Naval Weapons Station, Seal Beach, California. Relocate necessary personnel to other naval activities as appropriate, primarily Naval Weapons Station, Seal Beach and naval activities in the San Diego, California area.

Supervisor of Shipbuilding, Conversion and Repair, USN, Long Beach, California

Category: Supervisors of Shipbuilding, Conversion, and Repair Mission: Administration of DON shipbuilding, conversion, modernization and maintenance contracts with the private sector

One-time Cost: \$0.3 million Savings: 1996-2001: \$0.8 million

Annual: \$0.3 million

Return on Investment: 1998 (1 year)

FINAL ACTION: Disestablish

Secretary of Defense Recommendation

Disestablish the Supervisor of Shipbuilding, Conversion and Repair, USN, Long Beach, California. Relocate certain functions, personnel and equipment to Supervisor of Shipbuilding, Conversion and Repair, USN, San Diego, California.

Secretary of Defense Justification

Because of reductions in the fiscal year 2001 Force-Structure Plan and resource levels, naval requirements for private sector shipbuilding, conversion, modernization and repair are expected to decrease significantly. The combined capacity of the current thirteen SUPSHIP activities meaningfully exceeds the DON requirement over that Force Structure Plan. Additionally, with the closure of the Long Beach Naval Shipyard, the future requirement for this work in this region is anticipated to be quite nominal. The predicted workload can be efficiently absorbed by SUPSHIP San Diego.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found the closure of Long Beach Naval Station in 1991, and the relocation of the homeported ships had significantly decreased the need to overhaul ships in privately owned ship-yards in Long Beach. The Commission found closure consistent with the Navy's decreased needs.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: disestablish the Supervisor of Shipbuilding, Conversion and Repair, USN, Long Beach, California. Relocate certain functions, personnel and equipment to Supervisor of Shipbuilding, Conversion and Repair, USN, San Diego, California.

Naval Undersea Warfare Center, Newport Division, New London Detachment, New London, Connecticut

Category: Technical Centers / Laboratories Mission: Research, Development, Test and Evaluation

One-time Cost: \$23.4 million Savings: 1996-2001: \$14.3 million

Annual: \$ 8.1 million

Return on Investment: 2000 (3 years)

FINAL ACTION: Disestablish

Secretary of Defense Recommendation

Disestablish the Naval Undersea Warfare Center, Newport Division, New London Detachment, New London, Connecticut, and relocate necessary functions with associated personnel, equipment, and support to Naval Undersea Warfare Center, Newport Division, Newport, Rhode Island. Close the NUWC New London facility, except retain Pier 7 which is transferred to the Navy Submarine Base New London. The site presently occupied by the U.S. Coast Guard Station, New London, will be transferred to the U.S. Coast Guard. The Navy Submarine Base, New London, Magnetic Silencing Facility will remain in its present location as a tenant of the U.S. Coast Guard. Naval reserve units will relocate to other naval activities, prima-

rily NUWC Newport, Rhode Island, and Navy Submarine Base, New London, Connecticut.

Secretary of Defense Justification

There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine. because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. The closure of this activity completes the undersea warfare center consolidation begun in BRAC 91. It not only reduces excess capacity, but, by consolidating certain functions at NUWC Newport, Rhode Island, achieves efficiencies and economies in management, thus reducing costs.

Community Concerns

The community believes the Secretary's closure recommendation is significantly flawed, and asserts: (1) military value is compromised, (2) costs are understated, and (3) savings are overstated. The community's primary concerns relate to the rationale and costs associated with the BRAC 91 recommendation to close the New London Detachment. Overall, the community contends the 1991 realignment has significantly overrun estimated one-time costs and, as a result, the payback period now exceeds 100 years. The community believes because of inaccuracies and discrepancies in data submitted in 1991, the Commission should stop the 1991 decision, and reject the 1995 recommendation to complete the relocation of the New London Detachment to Newport, Rhode Island.

Commission Findings

Closure of the New London Detachment completes the undersea warfare center consolidation begun in BRAC 91. The Commission found that closure of this activity reduces excess capacity, consolidates research and development functions, and reduces cost. The Commission found that no significant losses in technical capabilities or delays in ongoing research, development, test and evaluation would result from this action. Buildings at

the receiving site are suitable to host equipment moved from New London. Furthermore, the Commission found the Navy adequately supported its cost and savings estimates.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: disestablish the Naval Undersea Warfare Center, Newport Division, New London Detachment, New London, Connecticut, and relocate necessary functions with associated personnel, equipment, and support to Naval Undersea Warfare Center, Newport Division, Newport, Rhode Island. Close the NUWC New London Facility, except retain Pier 7 which is transferred to the Navy Submarine Base New London. The site presently occupied by the U.S. Coast Guard Station, New London, will be transferred to the U.S. Coast Guard. The Navy Submarine Base, New London, Magnetic Silencing Facility will remain it its present location as a tenant of the U.S. Coast Guard. Naval reserve units will relocate to other naval activities, primarily NUWC Newport, Rhode Island, and Navy Submarine Base, New London, Connecticut.

Naval Recruiting Command Washington, D.C.

Mission: Personnel Support One-time Cost: \$ 6.5 million Savings: 1996-2001: \$ 1.1 million

Annual: None

Return on Investment: 1996 (Immediate)

FINAL ACTION: Redirect

Secretary of Defense Recommendation

Change the receiving site for the Naval Recruiting Command, Washington, D.C., specified by the 1993 Commission (1993 Commission Report, at page 1-59) from "Naval Training Center, Great Lakes, Illinois" to "Naval Support Activity, Memphis, Tennessee."

Secretary of Defense Justification

This relocation permits the single-siting of the Department's personnel recruiting and personnel management headquarters-level activities, enhancing their close coordination, and supporting the Department's policy of maximizing the use of government-owned space. It also reduces the require-

ment to effect new construction, and reduces resulting potential building congestion, at NTC Great Lakes.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission agreed with the Secretary of Defense that changing the relocation site for NRC from NTC Great Lakes to the Naval Support Activity, Memphis would avoid military construction costs at the already congested NTC Great Lakes. The Commission found that the recommendation increases the efficiency of the NRC by collocating the Navy's recruiting and personnel management commands.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: change the receiving site for the Naval Recruiting Command, Washington, D.C., specified by the 1993 Commission (1993 Commission Report, at page 1-59) from "Naval Training Center, Great Lakes, Illinois" to 'Naval Support Activity, Memphis, Tennessee."

Naval Security Group Command Detachment Potomac, Washington, D.C

Category: Naval Security Group Activities

Mission: Space Surveillance One-time Cost: None Savings: 1996-2001: None

Annual: None

Return on Investment: 1996 (Immediate)

FINAL ACTION: Redirect

Secretary of Defense Recommendation

Change the receiving site for the Naval Security Group Command Detachment Potomac, Washington, D.C.. from "National Security Agency, Ft. Meade, Maryland" specified by the 1993 Commission (1993 Commission Report, at page 1-59) to "Naval Research Laboratory, Washington, D.C."

Secretary of Defense Justification

The mission of this activity requires that it be collocated with space surveillance hardware. This

can most effectively be accomplished by housing this activity at the Naval Research Laboratory. By this redirect, the cost of moving this activity to Fort Meade can be avoided.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission agreed with the Secretary of Defense that permitting the Naval Security Group Command Detachment Potomac to remain in its present location at the Navy Research Laboratory incurs no additional cost and preserves the command's access to space surveillance equipment essential to mission performance.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: change the receiving site for the Naval Security Group Command Detachment Potomac, Washington, D.C., from "National Security Agency, Fort Meade, Maryland" specified by the 1993 Commission (1993 Commission Report, at page 1-59) to "Naval Research Laboratory, Washington, D.C."

Naval Air Station, Cecil Field, Florida

Category: Operational Air Station Mission: Support Aviation Operations

One-time Cost: \$66.6 million Savings: 1996-2001: \$303.6 million Annual: \$11.5 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Redirect

Secretary of Defense Recommendation

Change the receiving sites specified by the 1993 Commission (1993 Commission Report, at page 1-20) from "Marine Corps Air Station, Cherry Point, North Carolina; Naval Air Station, Oceana, Virginia; and Marine Corps Air Station, Beaufort, South Carolina" to "other naval air stations, primarily Naval Air Station, Oceana, Virginia; Marine Corps Air Station, Beaufort, South Carolina; Naval Air Station, Jacksonville, Florida; and Naval Air Station, Atlanta, Georgia; or other Navy or Marine Corps Air Stations with the necessary capacity and support infrastructure." In addition, add the fol-

lowing: "To support Naval Air Station, Jacksonville, retain OLF Whitehouse, the Pinecastle target complex, and the Yellow Water family housing area."

Secretary of Defense Justification

Despite the large reduction in operational infrastructure accomplished during the 1993 round of base closure and realignment, since DON force structure experiences a reduction of over 10 percent by the year 2001, there continues to be additional excess capacity that must be eliminated. In evaluating operational bases, the goal was to retain only that infrastructure necessary to support the future force structure without impeding operational flexibility for deployment of that force. This recommended redirect achieves several important aims in furtherance of current Departmental policy and operational needs. First, it avoids the substantial new construction at MCAS Cherry Point that would be required if the F/A-18s from NAS Cecil Field were relocated there, which would add to existing excess capacity, and utilizes existing capacity at NAS Oceana. This avoidance and similar actions taken regarding other air stations are equivalent to the replacement plant value of an existing tactical aviation naval air station. Second, it permits collocation of all fixed wing carrier-based anti-submarine warfare (ASW) air assets in the Atlantic Fleet with the other aviation ASW assets at NAS Jacksonville and NAVSTA Mayport and support for those assets. Third, it permits recognition of the superior demographics for the Navy and Marine Corps reserves by relocation of reserve assets to Atlanta. Georgia.

Community Concerns

The MCAS Cherry Point community feels the DoD recommendation for the redirect of F/A-18 assets originally based at NAS Cecil Field is flawed. They contend the costs used for the redirect to NAS Oceana, Virginia were based on a significantly smaller number of aircraft than was used for the 1993 DoD recommendation. Therefore, the figures should be adjusted to account for the current force structure and construction standards. Since the 1993 Commission report was released, the Cherry Point community claims that significant money has been spent in and around the base to accommodate the additional aircraft. New schools have been built and the private sector has invested in community services anticipating execution of the 1993 Commission recommendation. The community also believes this redirect would eliminate inter-servicing of aircraft at Cherry Point. The community believes Cherry Point is a better area for these additional aircraft because it is less populated, and can accommodate an additional 60 aircraft with little or no construction. The community asserts there are no environmental problems at Cherry Point, and severe water and air quality issues at Oceana. The community believes that the redirect was prepared to keep Oceana from being closed. They feel that this action is a deviation from the selection criteria.

The NAS Oceana community strongly supports the redirect. An airport zoning ordinance was passed preventing certain types of incompatible development and thus, helping NAS Oceana protect their AICUZ (air installation compatible use zones). Approximately \$25 million has been slated by the local government to move two schools away from the air station and out of the accident potential zones. The community believes overcrowding is not an issue for the air station and the actual levels of aircraft assigned after the redirects will be less than were assigned in 1991.

Commission Findings

The Commission agreed with the Secretary of Defense that the accelerated retirement of the A-6E aircraft at NAS Oceana creates a vacancy in existing facilities. This redirect uses this capacity and avoids substantial new construction at MCAS Cherry Point, North Carolina, The recommendation also provides several operational advantages including the collocation of carrier-based antisubmarine warfare (ASW) aircraft with land-based ASW aircraft at NAS Jacksonville. It also bases active duty Navy carrier based jets with similar Marine Corps units at MCAS Beaufort, South Carolina, and sends two reserve squadrons of F/A-18's to NAS Atlanta. In addition, the Commission agreed with the need to retain OLF Whitehouse, the Pinecastle target complex, and the Yellow Water family housing area to support NAS Jacksonville. The Commission believed that MCAS Cherry Point should be considered for additional missions in the future.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: change the receiving sites specified by the 1993 Commission (1993 Commission Report, at page 1-20) from "Marine Corps Air Station, Cherry Point, North Carolina; Naval Air Station, Oceana, Virginia; and Marine Corps Air Station, Beaufort, South Carolina" to "other naval air stations, primarily Naval Air Station, Oceana, Virginia; Marine Corps Air Station, Beaufort, South Carolina; Naval Air Station, Beaufort, South Carolina; Naval Air Station, Jacksonville, Florida; and Naval Air Station, Atlanta, Georgia; or other Navy or Marine Corps Air Stations with the necessary capacity and support infrastructure." In addition, add the following: "To support Naval Air Station, Jacksonville, retain OLF Whitehouse, the Pinecastle target complex, and the Yellow Water family housing area."

Naval Air Station, Key West, Florida

Category: Operational Air Stations Mission: Support for aviation training

One-time Cost: \$0.4 million Savings: 1996-2001: \$8.2 million

Annual: \$1.8 million

Return on Investment: 1997 (Immediate)

FINAL ACTION: Realignment

Secretary of Defense Recommendation

Realign Naval Air Station, Key West, Florida, to a Naval Air Facility and dispose of certain portions of Truman Annex and Trumbo Point (including piers, wharves and buildings).

Secretary of Defense Justification

Despite the large reduction in operational infrastructure accomplished during the 1993 round of base closure and realignment, since DON force structure experiences a reduction of over 10 percent by the year 2001, there continues to be additional excess capacity that must be eliminated. In evaluating operational bases, the goal was to retain only that infrastructure necessary to support the future force structure without impeding operational flexibility for deployment of that force. In the case of NAS Key West, its key importance derives from its airspace and training ranges, particularly in view of other aviation consolidations. Full access to those can be accomplished by retaining a downsized Naval Air Facility rather than a large naval air station. This realignment disposes of the waterfront assets of this facility and retains both the airspace and the ranges under its control for continued use by the Fleet for operations and training.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission agreed with the Secretary of Defense that the proposed realignment of NAS Key West will allow the Navy to continue to access needed airspace and ranges while at the same time reduce excess infrastructure. The original recommendation was changed to reflect the Navy's request to allow them the option to divest additional property.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criterion 1. Therefore, the Commission recommends the following: realign Naval Air Station, Key West to a Naval Air Facility and dispose of all property not required to support operational commitments, including certain portions of Truman Annex and Trumbo Point (including piers, wharves and buildings). The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Naval Aviation Depot, Pensacola, Florida

Category: Naval Aviation Depots Mission: Aviation Maintenance One-time Cost: \$1.5 million Savings: 1960-2001: \$2.4 million

Annual: \$0.2 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Redirect

Secretary of Defense Recommendation

Change the recommendation of the 1993 Commission (1993 Commission Report, at pages 1-42/43) by striking the following: "In addition, the Commission recommends that the whirl tower and dynamic components facility be moved to Cherry Point Navy or Corpus Christi Army Depots or the private sector, in lieu of the Navy's plan to retain these operations in a stand-alone facility at NADEP Pensacola."

Secretary of Defense Justification

Despite substantial reductions in depot maintenance capability accomplished in prior base closure evolutions, as force levels continue to decline, there is additional excess capacity that

needs to be eliminated. Naval Aviation Depot, Pensacola, was closed in BRAC 93, except for the whirl tower and dynamic components facility. Subsequent to that decision, no requirement for the facility has been identified within either the Army or the Navy, and insufficient private sector interest in that facility has been expressed. Additionally, the Depot Maintenance Joint Cross-Service Group (JCSG-DM) examined these functions in response to Congressional interest in reexamining the BRAC 93 action. The JCSG-DM determined that the Pensacola facilities could not independently fulfill the entire future DoD requirement, but that the Army facilities at Corpus Christi Army Depot, combined with the Navy facilities at NADEP Cherry Point, could. This recommendation will allow the disposal of the whirl tower and the rehabilitation of the dynamic components facility buildings for use by the Naval Air Technical Training Center.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found no reason to disagree with the recommendation of the Secretary of Defense.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: change the recommendation of the 1993 Commission (1993 Commission Report, at pages 1-42/43) by striking the following: "In addition, the Commission recommends that the whirl tower and dynamic components facility be moved to Cherry Point Navy or Corpus Christi Army Depots or the private sector, in lieu of the Navy's plan to retain these operations in a stand-alone facility at NADEP Pensacola."

Naval Research Laboratory, Underwater Sound Reference Detachment, Orlando, Florida

Category: Navy Research Lab Mission: Sets standards and calibrations for underwater sound measurements One-Time costs: \$8.4 million Savings: 1996-2001: \$3.7 million

Annual: \$2.8 million

Return on Investment: 2000 (3 years)

FINAL ACTION: Disestablish

Secretary of Defense Recommendation

Disestablish the Naval Research Laboratory, Underwater Sound Reference Detachment (NRL UWSRD), Orlando, Florida. Relocate the calibration and standards function with associated personnel, equipment, and support to the Naval Undersea Warfare Center, Newport Division, Newport, Rhode Island, except for the Anechoic Tank Facility I, which will be excessed.

Secretary of Defense Justification

There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and of the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. The disestablishment of this laboratory reduces excess capacity by eliminating unnecessarily redundant capability, since requirements can be met by reliance on alternative lakes that exist in the DON inventory. By consolidating necessary functions at NUWC Newport, Rhode Island, this recommendation achieves efficiencies and economies.

Community Concerns

The Orlando community expressed the concern that the cost to move this facility from Orlando to Newport, Rhode Island would be prohibitively high, and the mission's operations would be jeopardized. In addition, the community maintained the Lab utilizes a nearby lake that has unique properties that would be difficult to duplicate, and there could be a large cost associated with accommodating calibrations at different locations. Moreover, the community maintained the Navy did not fully consider consolidation of similar test facilities in Orlando. The community believes that the professional staff at Orlando will not move to Newport.

Commission Findings

The Commission found no reason to disagree with the Secretary's recommendation. The Commission found that while this facility has a long history and a unique lake nearby, advances in technology have obviated the need for the Lab.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: disestablish the Naval Research Laboratory, Underwater Sound Reference Detachment (NRL UWSRD), Orlando, Florida. Relocate the calibration and standards function with associated personnel, equipment, and support to the Naval Undersea Warfare Center, Newport Division, Newport, Rhode Island, except for the Anechoic Tank Facility I, which will be excessed.

Navy Nuclear Power Propulsion Training Center, Naval Training Center, Orlando, Florida

Category: Naval Training Center Mission: Training of Officer and Enlisted

Personnel

One-time Cost: \$146.6 million Savings: 1996-2001: \$41.5 million Annual: \$8.7 million

Return on Investment: 1997 (1 year)

FINAL ACTION: Redirect

Secretary of Defense Recommendation

Change the receiving site specified by the 1993 Commission (1993 Commission Report, at page 1-38) for the "Nuclear Power School" (or the Navy Nuclear Power Propulsion Training Center) from "the Submarine School at the Naval Submarine Base (NSB), New London" to "Naval Weapons Station, Charleston, South Carolina."

Secretary of Defense Justification

The decision of the 1993 Commission to retain the submarine piers at Naval Submarine Base New London, Connecticut, meant that some of the facilities designated for occupancy by the Navy Nuclear Power Propulsion Training Center were no longer available. Locating this school with the Nuclear Propulsion Training Unit of the Naval

Weapons Station, Charleston achieves an enhanced training capability, provides ready access to the moored training ships now at the Weapons Station, and avoids the significant costs of building and/or renovating facilities at New London.

Community Concerns

Community concerns were received from both New London, Connecticut and Orlando, Florida. The New London community expressed concern over whether they were fairly evaluated. The community argued the cost estimates for New London construction were greater than in Charleston because the projected student load used was higher for New London. Additionally, the community asserted the Navy added unnecessary costs for the school in general when they decided to move the school to a new location. The New London community questioned the decision to create new infrastructure in Charleston, and also questioned whether the Charleston cost estimates included all new infrastructure expenses. Finally, the New London community believes synergy would be lost between the Nuclear Power School students and the Sub School in New London if the redirect was accepted.

The Orlando community expressed concern that the Navy had not considered retaining the school in Orlando following a change in the situation that necessitated the redirect in the first place. The Orlando community argued no large military construction costs would be necessary to keep the school in Orlando and that this represented the best scenario for the Department of the Navy.

Commission Findings

The Commission found that even after considering possible variances in the original cost estimates, the final analysis still supported the recommendation to redirect the training center from New London to Charleston. The Commission found the recurring savings associated with the Charleston site overcame cost avoidance and cost of construction at the New London and Orlando sites. The recurring cost savings at Charleston derived from both lower base operating costs and Permanent Change of Station (PCS) cost avoidances. The PCS savings occur because the Navy Nuclear Prototype Trainer, a follow-on school attended by one half of each graduating class, is already located in Charleston. Other causes of cost variance reviewed by the Commission included updated bachelor housing requirements which raised the amount of space per person from the original standard and student base loading which decreased from the 1993 recommendation baseline. The Commission also found that there was sufficient room for development at the Charleston site without encroaching on any wetlands or explosive arcs from the Naval Magazine.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: change the receiving site specified by the 1993 Commission (1993 Commission Report, at page 1-38) for the "Nuclear Power School" (or the Navy Nuclear Power Propulsion Training Center) from "the Submarine School at the Naval Submarine Base (NSB), New London" to "Naval Weapons Station, Charleston, South Carolina."

Fleet and Industrial Supply Center, Guam

Category: Supply Center Mission: Supply Support One-time Cost: \$17.9 million Savings: 1996-2001: \$128.8 million

Annual: \$27.8 million

Return on Investment: 1997 (Immediate)

FINAL ACTION: Disestablish

Secretary of Defense Recommendation

Disestablish the Fleet and Industrial Supply Center, Guam.

Secretary of Defense Justification

Fleet and Industrial Supply Centers (FISC) are follower activities whose existence depends upon active fleet units in their homeport area. Prior and current BRAC actions closing both Naval Air Station, Guam and a portion of Naval Activities, Guam have significantly reduced this activity's customer base. The remaining workload can efficiently be handled by other activities on Guam or by other FISCs.

Community Concerns

In addition to the concerns mentioned in the Naval Activities Guam section, Guam's community expressed concern that the fuel farm the Fleet and Industrial Supply Center (FISC) owns and operates

could not be turned over to a private organization because of its age, as well as a possible requirement to store DoD fuels. Additionally, the community expressed concern the language in the recommendation was not specific enough for Guam to be assured it would be able to reuse the facilities for economic revitalization.

Commission Findings

The Commission found the requirement for the Fleet and Industrial Supply Center (FISC) was tied to the location of its largest customer, the Military Sealift Command (MSC) vessels. If the MSC ships remain on Guam, a supply center would have to be retained by the Navy. Retention of the FISC would eliminate most of the savings projected by the Navy and the Commission.

The Commission agreed with the Commander in Chief United States Forces, Pacific that appropriate assets, the fuel farm and associated facilities should be retained given the strategic location of Guam.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criterion 1. Therefore, the Commission recommends the following: disestablish the Fleet and Industrial Supply Center (FISC), Guam. Retain appropriate assets and the FISC fuel facilities, including piers D and E, tank farms, and associated pipelines and pumping systems, under DoD operational control to support military service fuel requirements. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Naval Activities, Guam

Category: Naval Station

Mission: Support Homeported Ships One-time Cost: \$93.1 million Savings: 1996-2001: \$66.2 million Annual: \$42.5 million

Return on Investment: 2000 (1 year)

FINAL ACTION: Realign

Secretary of Defense Recommendation

Realign Naval Activities Guam. Relocate all ammunition vessels and associated personnel and support to Naval Magazine, Lualualei, Hawaii. Relocate all other combat logistics force ships and associated personnel and support to Naval Station,

Pearl Harbor, Hawaii. Relocate Military Sealift Command personnel and Diego Garcia support functions to Naval Station, Pearl Harbor, Hawaii. Disestablish the Naval Pacific Meteorology and Oceanographic Center-WESTPAC, except for the Joint Typhoon Warning Center, which relocates to the Naval Pacific Meteorology and Oceanographic Center, Pearl Harbor, Hawaii. Disestablish the Afloat Training Group-WESTPAC. All other Department of Defense activities that are presently on Guam may remain either as a tenant of Naval Activities, Guam or other appropriate naval activity. Retain waterfront assets for support, mobilization, and contingencies and to support the afloat tender.

Secretary of Defense Justification

Despite the large reduction in operational infrastructure accomplished during the 1993 round of base closure and realignment, since DON force structure experiences a reduction of over 10 percent by the year 2001, there continues to be additional excess capacity that must be eliminated. In evaluating operational bases, the goal was to retain only that infrastructure necessary to support the future force structure without impeding operational flexibility for deployment of that force. Shifting deployment patterns in the Pacific Fleet reduce the need for a fully functional naval station. Operational and forward basing considerations require access to Guam. However, since no combatant ships are homeported there, elimination of the naval station facilities which are not required to support mobilization and/or contingency operations allows removal of excess capacity while retaining this necessary access.

Community Concerns

The Guam community expressed concern on a variety of issues. Foremost was the issue of reuse. The community believes it should be given every opportunity for full use of the facilities and property for economic revitalization. The community believes this is essential in light of the unique difficulties Guam has experienced since the end of World War II.

The Guam community argued two other related scenarios should be looked at instead of the proposed recommendations: First, the reference to the receiving site should be removed from all recommendations. This would give the Navy more flexibility in properly stationing the assets to meet operational requirements.

Second, all accepted recommendations should be executed on the last day of the two year implementation period. This would allow a two year transitional period and permit more time for economic revitalization planning.

In addition to the alternative scenarios, the community voiced concern over the land disposition process. During the turnover process associated with Guam Land Use Plan 1977 (GLUP 77), lands were tied up in legal proceedings for decades, thus removing any chance for revitalization. The community asked that all lands marked as excess during GLUP 77 and 94, which had not been turned over for reuse, be included in the Commission's recommendation.

The community also asked the Commission to direct the Navy to bring to full, efficient, working order any facilities that were to be closed before being turned over to the community. This included Piti Power plant, fuel farms and any piers damaged by the last earthquake.

Finally, the Guam community asked the Commission to close the Naval Magazine and that its associated water reservoir be turned over to the Government of Guam. The magazine would then be consolidated with the magazine at Andersen Air Force Base, Guam.

Commission Findings

The Commission found the key to all of the Guam recommendations was the disposition of the Military Sealift Command (MSC) vessels. The Commission concurred with the Secretary of Defense's position that shifting deployment patterns in the Western Pacific (WESTPAC) have lessened the requirement for the MSC ships to be stationed out of Guam. This changing requirement impacts the Fleet and Industrial Supply Center (FISC) mission and HC-5 helicopter squadron because this support needs to be located wherever the MSC vessels are to be stationed. Concurrently, the Commission agreed with the Secretary of Defense that Guam would continue to be of strategic importance and require continued access to the facilities and harbor.

The Commission also agreed with the request of the operational commander to allow flexibility in locating the Military Sealift Command vessels and their support. If a decision is made to retain the MSC vessels on Guam, then most of the savings projected in the above figures will not occur.

The Commission reviewed the 1994 Guam Land Use Plan (GLUP) implementation process at the community's request. The Commission found including the release of GLUP lands in the Commission's recommendation would allow a more rapid transfer of lands and property. The Commission also analyzed the possibility of closing the Naval Magazine on Guam or consolidating it with the magazine on Andersen Air Force Base (AAFB). With the assistance of the Navy, the Commission found closing or consolidating the magazine was uneconomical, unsafe, and would mean the loss of irreplaceable training capabilities.

Finally, the Commission found that it was in the best interests of both the Navy and the community to work together for economic revitalization. The Commission supports the Navy's position, as stated in Assistant Secretary of the Navy Pirie's April 21, 1995 letter to Delegate Robert A. Underwood of Guam.

It is our objective to convey, through long-term leases, outright transfers, or any other mutually agreeable arrangement, as much of the land and facilities as possible from the affected activities on Guam so as to stimulate local economic growth while, at the same time, providing us [the U.S. Navy] with the strategic flexibility to maintain the necessary operational access to Guam port facilities.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criterion 1. Therefore, the Commission recommends the following: realign Naval Activities, Guam. Locate all Military Sealift Command assets and related personnel and support at available DoD activities or in rented facilities as required to support operational commitments. Disestablish the Naval Pacific Meteorology and Oceanographic Center-WESTPAC, except for the Joint Typhoon Warning Center, which relocates to the Naval Pacific Meteorology and Oceanographic Center, Pearl Harbor, Hawaii. Disestablish the Afloat Training Group-WESTPAC. All other Department of Defense activities that are presently on Naval Activities may remain either as a tenant of Naval Activities or other appropriate naval activity. Retain waterfront assets for support, mobilization, contingencies, to support the afloat tender, and to support shared use of these assets consistent with operational requirements if appropriate. Dispose of property owned by Naval Activities declared releasable under the 1994 Guam Land Use Plan with appropriate restrictions. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Naval Air Station, Agana, Guam

Category: Naval Air Station

Mission: Support Naval Aviation Operations

One-time Cost: \$43.8 million Savings: 1996-2001: \$213.8 million

Annual: \$21.7 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Redirect

Secretary of Defense Recommendation

Change the receiving site specified by the 1993 Commission (1993 Commission Report, at page 1-21) for "the aircraft, personnel, and associated equipment" from the closing Naval Air Station, Agana, Guam from "Andersen AFB, Guam" to "other naval or DoD air stations in the Continental United States and Hawaii."

Secretary of Defense Justification

Other BRAC 95 actions recommended the partial closure of Naval Activities. Guam. with retention of the waterfront assets, and the relocation of all of the vessels currently homeported at Naval Activities, Guam to Hawaii. Among the aircraft at Naval Activities, Guam is a squadron of helicopters performing logistics functions in support of these vessels. This redirect would collocate these helicopters with the vessels they support. Similarly, regarding the other aircraft at the closing Naval Air Station, the Fleet Commander-in-Chief desires operational synergies for his surveillance aircraft, which results in movement away from Guam. This redirect more centrally collocates those aircraft with similar assets in Hawaii and on the West Coast, while avoiding the new construction costs required in order to house these aircraft at Andersen Air Force Base, Guam, consistent with the Department's approach of eliminating capacity by not building new capacity.

Community Concerns

In addition to the concerns mentioned in the Naval Activities Guam section, Guam's community expressed concern that while the redirect of the VQ-1 and VQ-5 squadrons is understandable, the

redirect of the HC-5 helicopter squadron would leave Guam with no organic Search and Rescue (SAR) capability.

Commission Findings

The Commission agreed with the Secretary of Defense that the fixed wing air squadrons originally planned for relocation from NAS Agana to Anderson Air Force Base are more appropriately located at other locations. The Commission found the HC-5 helicopter squadron should be located near the homeport of the Military Sealift Command ships currently on Guam. Movement of HC-5 aircraft off the island will eliminate the only current helicopter Search and Rescue (SAR) capability on Guam.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criterion 1. Therefore, the Commission recommends the following: change the receiving sites specified by the 1993 Commission (1993 Commission Report, at page 1-21) for "the aircraft, personnel, and associated equipment" from the closing Naval Air Station, Agana, Guam from "Anderson AFB, Guam" to "other naval or DoD air stations." The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Public Works Center, Guam

Category: Public Works Centers Mission: Public Works Support

One-time Cost: None Savings: 1996-2001: None

Annual: None

Return on Investment: None FINAL ACTION: Realign

Secretary of Defense Recommendation

None. The Commission added this military installation to the list of bases to be considered by the Commission for closure or realignment as a proposed change to the list of recommendations submitted by the Secretary of Defense.

Community Concerns

In addition to the concerns mentioned in the Naval Activities Guam section, the community expressed concern over the proposal to retain the officer housing at the former Naval Air Station (NAS) Agana, Guam, and over the status of the Piti

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Power Plant. The community believes the officer housing should be turned over to the community because it is the only part of the former NAS that was retained. In addition, the community believes that because the housing is in a separate area, retaining it would not be consistent with the Guam Land Use Plan (GLUP), which stated consolidation of facilities was a primary goal. The community further believes there is sufficient housing available for military officers. The community is worried that the Navy would not maintain the Piti Power Plant prior to turning it over to the Government of Guam. Additionally, the community believes that because the closings or realignments will not reduce any PWC functions, closing it would not make sense.

Commission Findings

The Commission found it was not economical to entirely close the Public Works Center but the Navy should be allowed to reduce workforce and facilities as workload decreases. The Commission also found, there was no need to retain the officer housing on the former Naval Air Station Agana, Guam, because the number of officers on Guam has been reduced.

Commission Recommendation

The Commission finds that the Secretary of Defense deviated substantially from final criterion 5. Therefore, the Commission recommends the following: realign Public Works Center, Guam, to match assigned workload. Close the officer housing at the former Naval Air Station, Agana, Guam. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Ship Repair Facility, Guam

Category: Naval Shipyards

Mission: Maintenance and Repair of Naval Ships

One-time Cost: \$8.4 million

Savings: 1996-2001: \$171.9 million

Annual: \$37.8 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close the Naval Ship Repair Facility (SRF), Guam, except transfer appropriate assets, including the piers, the floating drydock, its typhoon basin anchorage, the recompression chamber, and the floating crane, to Naval Activities, Guam.

Secretary of Defense Justification

Despite substantial reductions in depot maintenance capability accomplished in prior base closure evolutions, as force levels continue to decline, there is additional excess capacity that needs to be eliminated. While operational and forward basing considerations require access to Guam, a fully functional ship repair facility is not required. The workload of SRF Guam can be entirely met by other Department of the Navy facilities. However, retention of the waterfront assets provides the DON with the ability to meet voyage repair and emergent requirements that may arise in the Western Pacific.

Community Concerns

In addition to the concerns mentioned in the Naval Activities Guam section, the community expressed concern Guam was being penalized under the Navy's interpretation of 10 U.S.C. 7309, which has prohibited performance of any non-voyage repair work on U.S. Navy vessels other than those homeported in Guam. If Guam is prohibited from bidding on U.S. ship repair work, then a major potential source of income would be excluded from any economic revitalization efforts. The community also argued the best way for the facilities and equipment to be maintained at the SRF would be for them to be used by the private sector because the high humidity and heat would deteriorate the equipment if it were left idle.

Commission Findings

The Commission agreed with the Secretary of Defense that large reductions in workload, present excess capacity at the facility, and the possible departure of the Military Sealift Command (MSC) ships from Guam, justified closure. The Commission also found that if the MSC ships remain on Guam, then a private sector ship repair capability must be developed. The Commission was concerned about a current Navy policy which does not allow Guam repair facilities to bid on certain U.S. ship repair work. The Commission believes that this policy should be modified to allow more work at private repair facilities on Guam.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: close the Naval Ship Repair Facility (SRF), Guam, except transfer appropriate assets, including the piers, the floating drydock, its typhoon basin anchorage, the recompression chamber, and the floating crane, to Naval Activities, Guam.

Naval Air Station, Barbers Point, Hawaii

Category: Naval Air Stations Mission: None; Base Closed One-time Cost: \$.04 million Savings: 1996-2001: \$17.6 million

Annual: \$0.1 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Redirect

Secretary of Defense Recommendation

Change the recommendation of the 1993 Commission regarding items excepted from the closure of Naval Air Station, Barbers Point, Hawaii (1993) Commission, at page 1-19) from "Retain the family housing as needed for multi-service use" to "Retain the family housing as needed for multiservice use, including the following family housing support facilities: commissary facilities, Public Works Center compound with its sanitary landfill, and beach recreational areas, known as Nimitz Beach and White Plains Beach."

Secretary of Defense Justification

While specific mention was made of retention of family housing in the BRAC 93 recommendation relating to NAS Barbers Point, certain aspects conducive to supporting personnel in family housing were not specifically mentioned, which is required for their retention. Quality of life interests require either that these facilities be retained or that new ones be built to provide these services. Another advantage of retaining these facilities to support multi-service use is the avoidance of the costs of closing the existing landfill and either developing another one on other property on the island of Oahu or incurring the costs of shipping waste to a site off-island.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found retaining the requested portions of the Naval Air Station would avoid

costs in developing replacements and would improve Quality of Life issues in the affected area.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: change the recommendation of the 1993 Commission regarding items excepted from the closure of Naval Air Station, Barbers Point, Hawaii (1993) Commission, at page 1-19) from "Retain the family housing as needed for multi-service use" to "Retain the family housing as needed for multiservice use including the following family housing support facilities: commissary facilities, Public Works Center compound with its sanitary landfill, and beach recreational areas, known as Nimitz Beach and White Plains Beach."

Naval Air Warfare Center, Aircraft Division, Indianapolis, Indiana

Category: Navy Technical Center Mission: In-Service Engineering for Avionics and Electronics One-time Cost: \$77.6 million Savings: 1996-2001: \$7.7 million Annual: \$39.2 million

Return on Investment: 2001 (1 year)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close the Naval Air Warfare Center (NAWC), Aircraft Division, Indianapolis, Indiana. Relocate necessary functions along with associated personnel, equipment and support to other naval technical activities, primarily Naval Surface Warfare Center. Crane, Indiana; Naval Air Warfare Center, Aircraft Division, Patuxent River, Maryland; and Naval Air Warfare Center, Weapons Division, China Lake, California.

Secretary of Defense Justification

There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. This recommended closure results in the closure of a major technical center and the relocation of its principal functions to three other technical centers, realizing both a reduction in excess capacity and significant economies while raising aggregate military value.

Community Concerns

The Indianapolis community believes that the military value calculation performed by the Navy for integrated capabilities does not accurately reflect the integrated value of the installation. They also expressed concern that many more employees than projected would not transfer to the receiving locations with the workload. The City of Indianapolis has proposed a public-private partnership as an alternative reuse of the installation if the recommendation to close is approved. The community is concerned that a recommendation not interfere with its proposal.

Commission Findings

The Commission found that the Navy excluded \$8.6 million in costs for a duplicative EP-3/ES-3 system capability that would have jeopardized fleet support during the estimated moving time to NAWC China Lake, California. The Commission also found that the Navy excluded \$38.6 million in closure related moving costs. The Commission believes that these exclusions could raise the onetime closure cost to \$125 million. The Commission found that the Navy under-evaluated the military value for the integrated capabilities that currently exist at NAWC Indianapolis. The Commission found that the avionics and electronics systems engineering functions at Indianapolis are consistent with operational requirements, and that collocation of these engineering functions, with the prototyping functions performed at the facility, has contributed substantially to the effectiveness of the facility in serving the Department of the Navy. These integrated engineering and prototyping capabilities, along with NAWC Indianapolis's consistent level of \$330 million in reimbursable funding, lead the Commission to conclude that the NAWC Indianapolis is a prime candidate for privatization. The Commission strongly urges the Department of the Navy to allow privatization of these assets.

The Commission found that if the Community proposal for privatization of NAWC Indianapolis is successful, the costs and savings estimated by DoD could be different. As a result of this uncertainty, and because the Commission is prohibited from considering reuse planning when making its recommendations, the Commission has accepted and used the DoD cost and savings data in its deliberations. The Commission has also identified uncertainties in the Navy's cost to close but these are speculative. The Commission adopted the DoD costs in making its final recommendation. The Commission also adopted the DoD recommendation to close NAWC Indianapolis, but provided the Navy discretionary authority to implement fully the Community's proposal.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 1 and 4. Therefore, the Commission recommends the following: close the Naval Air Warfare Center, Aircraft Division, Indianapolis. Transfer workload, equipment and facilities to the private sector or local jurisdiction as appropriate if the private sector can accommodate the workload onsite; or relocate necessary functions along with necessary personnel, equipment and support to other naval technical activities, primarily the Naval Surface Warfare Center, Crane, Indiana; Naval Air Warfare Center, Aircraft Division, Patuxent River, Maryland; and Naval Air Warfare Center, Weapons Division, China Lake, California. To the extent that workload is moved to the private sector, such personnel as are necessary should remain in place to assist with transfer to the private sector; to perform functions compatible with private sector workload, or are necessary to sustain or support the private sector workload, and to carryout any transition activities. The Commission finds this recommendation is consistent with the forcestructure plan and final criteria.

Naval Surface Warfare Center, Crane Division Detachment, Louisville, Kentucky

Category: Navy Maintenance Depot Mission: Support for Naval gun systems One-time Cost: \$103.9 million

Savings: 1996-2001: \$-39.4 million (Cost)

Annual: \$28.6 million

Return on Investment: 2003 (3 years)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close the Naval Surface Warfare Center, Crane Division Detachment, Louisville, Kentucky. Relocate appropriate functions, personnel, equipment, and support to other naval activities, primarily the Naval Shipyard, Norfolk, Virginia; the Naval Surface Warfare Center, Port Hueneme, California; and the Naval Surface Warfare Center, Crane, Indiana.

Secretary of Defense Justification

There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. Consistent with the Department of the Navy's efforts to remove depot level maintenance workload from technical centers and return it to depot industrial activities, this action consolidates ships' systems (guns) depot and general industrial workload at NSYD Norfolk, which has many of the required facilities in place. The functional distribution of workload in this manner offers an opportunity for crossservicing part of the gun plating workload to the Watervliet Arsenal in New York. System integration engineering will relocate to NSWC Port Hueneme, with the remainder of the engineering workload and Close-in-Weapons System (CIWS) depot maintenance functions relocating to NSWC Crane. The closure of this activity not only reduces excess capacity, but relocation of functional workload to activities performing similar work will result in additional efficiencies and economies in the management of those functions.

Community Concerns

The Louisville community believes that \$240 million of closure related costs were improperly excluded from the one-time closure costs by the Navy. The community is concerned about the economic impact and has made a proposal for a public-private partnership involving two private companies, the Navy, and the City of Louisville. This proposal would be implemented as an alternative reuse of the closed facility. The community is concerned that a recommendation not interfere with its proposal.

Commission Findings

The Commission found that the Navy did not estimate the necessary Technical Repair Standard (TRS) costs at the Norfolk Naval Shipyard, and that implementation of this transferring workload could require an additional \$18 million in TRS costs. The Commission also found that the Navy did not include \$13.4 million in closure related moving costs. The Commission found that these additional costs could increase the one-time cost to close to \$136 million. A Naval Audit Service Report was conducted as a result of allegations about improper handling of data call information from Louisville to the Base Structure Analysis Team. The Commission found that the Naval Audit Service Report would have no impact on the Navy's decision to recommend closure of NSWC Louisville. The Commission found that the gun systems engineering functions at Louisville are consistent with operational requirements, and that collocation of these engineering functions with the maintenance and overhaul functions performed at the facility has contributed substantially to the effectiveness of the facility in serving the Department of the Navy. These integrated engineering, maintenance and overhaul capabilities, along with NSWC Louisville's plating facility, led the Commission to strongly urge the Department of the Navy to allow privatization of these assets.

The Commission found that if the Community proposal for privatization of NSWC Louisville is successful, the costs and savings estimated by DoD could be different. As a result of this uncertainty, and because the Commission is prohibited from considering reuse planning when making its recommendations, the Commission accepted and used the DoD cost and savings data in its deliberations. The Commission has also identified uncertainties in the Navy's cost to close but these are speculative. The Commission adopted the DoD costs in making its final recommendation. The Commission adopted the DoD recommendation to close NSWC Louisville, but provided the Navy discretionary authority to implement fully the Community's proposal.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 1 and 4. Therefore, the Commission recommends the following: close the Naval Surface Warfare Center, Crane Division Detachment, Louisville. Transfer workload, equipment and facilities to the private

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sector or local jurisdiction as appropriate if the private sector can accommodate the workload onsite; or relocate necessary functions along with necessary personnel, equipment and support to other naval technical activities, primarily the Naval Shipyard, Norfolk, Virginia; Naval Surface Warfare Center, Hueneme, California; and the Naval Surface Warfare Center, Crane, Indiana. To the extent that workload is moved to the private sector, such personnel as are necessary should remain in place to assist with transfer to the private sector; to perform functions compatible with private sector workload, or are necessary to sustain or support the private sector workload, and to carryout any transition activities. The Commission finds this recommendation is consistent with the forcestructure plan and final criteria.

Naval Biodynamics Laboratory, New Orleans, Louisiana

Category: Navy Research Lab

Mission: Conducts biomedical research on the effect of motion on military personnel

One-time costs: \$0.6 million Savings: 1996-2001: \$14.1 million

Annual: \$2.9 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close the Naval Biodynamics Laboratory, New Orleans, Louisiana, and relocate necessary personnel to Wright-Patterson Air Force Base, Dayton, Ohio, and Naval Aeromedical Research Laboratory, Pensacola, Florida.

Secretary of Defense Justification

There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. Closure of this laboratory reduces this excess capacity and fosters ioint synergism. It also provides the opportunity for the transfer of its equipment and facilities to the public educational or commercial sector, thus

maintaining access to its capabilities on an asneeded basis.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found no reason to disagree with the Secretary's recommendation or justification. The Commission understands this capability will not be lost and will be assumed by the University of New Orleans.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: close the Naval Biodynamics Laboratory, New Orleans, Louisiana, and relocate necessary personnel to Wright-Patterson Air Force Base, Dayton, Ohio, and Naval Aeromedical Research Laboratory, Pensacola, Florida.

Naval Medical Research Institute, Bethesda, Maryland

Category: Navy Research Lab

Mission: Conducts biomedical research in

support of combat forces One-time Cost: \$3.4 million Savings: 1996-2001: \$19.0 million

Annual: \$9.5 million

Return on Investment: 2000 (1 year)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close the Naval Medical Research Institute (NMRI), Bethesda, Maryland. Consolidate the personnel of the Diving Medicine Program with the Experimental Diving Unit, Naval Surface Warfare Center, Dahlgren Division, Coastal Systems Station, Panama City, Florida. Relocate the Infectious Diseases, Combat Casualty Care and Operational Medicine programs along with necessary personnel and equipment to the Walter Reed Army Institute for Research at Forest Glen, Maryland.

Secretary of Defense Justification

There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and of the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. This closure and realignment achieves a principal objective of the DoD by cross-servicing part of this laboratory's workload and furthers the BRAC 91 Tri-Service Project Reliance Study decision by collocating medical research with the Army. Other portions of that workload can be assumed by another Navy installation with only a transfer of certain personnel, achieving both a reduction in excess capacity and a cost savings by eliminating a redundant capability in the area of diving research.

Community Concerns

The Maryland community generally supports the recommendation of the Secretary of Defense, with the exception of the part that concerned the Diving Medicine Facility. The community supported cantonment of the Diving Medicine Facility, because of its unique facilities and research. The community believes the COBRA data were flawed and the cost to move understated. In addition, the community expressed a concern that the hyperbaric chambers used for animal research, not just the "manned" facilities, should be retained for future studies.

Commission Findings

The Commission found no reason to disagree with the Department of Defense recommendation or justification. The movement of all but the Diving Medicine Facility to Walter Reed had been planned before the Secretary's recommendations were submitted to the Commission, and has the universal support of all parties concerned. The Commission found this part of the recommendation consistent with the DoD-wide goal of interservicing.

While the Diving Medicine Facility at Bethesda has a long history in its field, the Commission found the Navy Experimental Diving Unit in Panama City, Florida was well-equipped to include this mission in its large spectrum of activity.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: close the Naval Medical Research Institute (NMRI), Bethesda, Maryland. Consolidate the personnel of the Diving Medicine Program with the Experimental Diving Unit, Naval Surface Warfare Center, Dahlgren Division, Coastal Systems Station, Panama City, Florida. Relocate the Infectious Diseases, Combat Casualty Care and Operational Medicine programs along with necessary personnel and equipment to the Walter Reed Army Institute for Research at Forest Glen, Maryland.

Naval Surface Warfare Center, Carderock Division Detachment, Annapolis, Maryland

Category: Technical Centers/Laboratories

Mission: RDT&E Fleet Support One-time Cost: \$24.6 million Savings: 1996-2001: \$23.8 million

Annual: \$11.7 million

Return on Investment: 2000 (2 years)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close the Naval Surface Warfare Center, Carderock Division Detachment, Annapolis, Maryland, including the NIKE Site, Bayhead Road, Annapolis, except transfer the fuel storage/refueling sites and the water treatment facilities to Naval Station, Annapolis to support the U.S. Naval Academy and Navy housing. Relocate appropriate functions, personnel, equipment and support to other technical activities, primarily Naval Surface Warfare Center, Carderock Division Detachment, Philadelphia, Pennsylvania; Naval Surface Weapons Center, Carderock Division, Carderock, Maryland; and the Naval Research Laboratory, Washington, D.C. The Joint Spectrum Center, a DoD cross-service tenant, will be relocated with other components of the Center in the local area as appropriate

Secretary of Defense Justification

There is an overall reduction in operational forces and a sharp decline of the Department of the Navy budget through 2001. Specific reductions

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for technical centers are difficult to determine because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. The total closure of this technical center reduces overall excess capacity in this category of installations, as well as excess capacity specific to this particular installation. It results in synergistic efficiencies by eliminating a major site and collocating technical personnel at the two primary remaining sites involved in hull, machinery, and equipment associated with naval vessels. It allows the movement of work to other Navy, DoD, academic and private industry facilities, and the excessing of some facilities not in continuous use. It also collocates RDT&E efforts with the In-Service Engineering work and facilities, to incorporate lessons learned from fleet operations and to increase the technical response pool to solve immediate problems.

Community Concerns

The community expressed concern and believes the Navv underestimated costs related to base overhead, facility moving, alternative testing procedures, tenant relocation, and loss of skilled staff. The community believes that the proposal would eliminate two major test facilities and would require the substitution of extensive live testing at greatly increased costs or risk to personnel. They pointed out that other vital projects would be delayed, perhaps unacceptably. For example, the community identified a delay in testing systems, which might make them unavailable for installation on the lead ships in their respective classes. More serious, the community identified a potential delay in the chlorofluorocarbon (CFC) replacement program. The Clean Air Act and an international treaty, the Montreal Protocol, halt all U. S. production of CFCs by the year 2000. Production of the materials used by the Navy has already ceased. The community also noted that NSWC Annapolis is surrounded by water, as well as Naval Station Annapolis, which is not closing. Thus, overhead costs would remain and reuse of the land would be highly problematic.

The community expressed concerns about the movement of much of their R&D mission to NSWC Philadelphia which has in-service engineering, not research, as its primary function. They pointed out significant differences between research experience and educational levels of the employee populations at the two commands. They suggested that the number of positions the Navy said could be eliminated was questionable and that the scenario eliminated, instead of relocating, some critical personnel, such as those conducting CFC work.

Commission Findings

The Commission agreed with the Secretary of Defense that closing NSWC Annapolis and relocating key facilities and personnel would achieve cost savings through the elimination of overhead and efficiencies associated with the collocation of R&D with In-Service Engineering. The Commission accepted the Navy's position that it was willing to assume the risk associated with the closure of two research facilities in Annapolis. The Commission found that even after considering possible increases in the original cost estimates relating to moving costs, facility closing date, and elimination of billets, the savings from the recommendation remain attractive.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: close the Naval Surface Warfare Center, Carderock Division Detachment, Annapolis, Maryland, including the NIKE Site, Bayhead Road, Annapolis, except transfer the fuel storage/refueling sites and the water treatment facilities to Naval Station, Annapolis to support the U.S. Naval Academy and Navy housing. Relocate appropriate functions, personnel, equipment and support to other technical activities, primarily Naval Surface Warfare Center, Carderock Division Detachment, Philadelphia, Pennsylvania; Naval Surface Weapons Center, Carderock Division, Carderock, Maryland; and the Naval Research Laboratory, Washington, D.C. The Joint Spectrum Center, a DoD cross-service tenant, will be relocated with other components of the Center in the local area as appropriate.

Naval Surface Warfare Center, Dahlgren Division Detachment, White Oak, Maryland

Category: Technical Centers and Laboratories

Mission: Research, Development, Testing, and Evaluation Support

One-time Cost: \$2.9 million

Savings: 1996-2001: \$28.7 million

Annual: \$6.0 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close the Naval Surface Warfare Center, Dahlgren Division Detachment, White Oak, Maryland. Relocate the functions, personnel and equipment associated with Ship Magnetic Signature Control R&D Complex to the Naval Surface Warfare Center, Carderock, Maryland, and the functions and personnel associated with reentry body dynamics research and development to the Naval Surface Warfare Center, Dahlgren, Virginia.

Secretary of Defense Justification

There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. Closure of the Naval Surface Warfare Center, Dahlgren Division Detachment, White Oak, Maryland, reduces this excess capacity, and its consolidation with two other major technical centers that already have capability will result in further economies and efficiencies. This closure also eliminates unnecessary capabilities, since a few Navy facilities were left at NSWC White Oak only because Naval Sea Systems Command was relocating there as a result of BRAC 93. However, those facilities can be excessed, and the Naval Sea Systems Command can be easily accommodated at the Washington Navy Yard.

Community Concerns

The community expressed concern that the DoD recommendation makes no provision for the continued operation of a number of facilities at NSWC White Oak, which the community believes are critical national assets. These assets, the community argues, see joint, interagency, and commercial use. Two facilities were of the greatest concern: the Nuclear Weapons Effect Test Facility and the Hypervelocity Wind Tunnel. The community felt there is a clear ongoing need for these facilities, and because no comparable assets exist elsewhere, they must remain operable. The community believes any savings from the closure of NSWC White Oak would evaporate when the costs to continue to operate these facilities, to move them, or to duplicate them in another location are added to the analysis.

Commission Findings

The Commission's primary concern regarding this recommendation was the final disposition of the technical facilities located at White Oak, especially the Hypervelocity Wind Tunnel and the Nuclear Weapons Effect Facility. The recommendation of the Secretary of Defense contended that these facilities were no longer critical, however, there was ample data that pointed to a continuing need. The Commission concurred with the Secretary of Defense that if a sponsor desired to continue to operate the facilities, they could acquire them in the reuse process. In its analysis, the Commission was unable to identify a potential DoD user willing to take over the facilities. The Commission found that the facilities were excess to the Department's needs, and thus the White Oak detachment could close with no adverse impact on DoD operational requirements.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: close the Naval Surface Warfare Center, Dahlgren Division Detachment, White Oak, Maryland. Relocate the functions, personnel and equipment associated with Ship Magnetic Signature Control R&D Complex to the Naval Surface Warfare Center, Carderock, Maryland, and the functions and personnel associated with reentry body dynamics research and development to the Naval Surface Warfare Center, Dahlgren, Virginia.

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Naval Air Station, South Weymouth, Massachusetts

Category: Reserve Air Station Mission: Support for Reserve Units One-time Cost: \$17.3 million Savings: 1996-2001: \$50.8 million

Annual: \$27.4 million

Return on Investment: 2000 (1 year)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Naval Air Station, South Weymouth, Massachusetts. Relocate its aircraft and necessary personnel, equipment and support to Naval Air Station, Brunswick, Maine. Relocate the Marine Corps Reserve support squadrons to another facility in the local area or to NAS Brunswick. Reestablish Naval Reserve Center, Quincy, Massachusetts, and change the receiving site specified by the 1993 Commission (1993 Commission Report, at page 1-64) for consolidation of Navy and Marine Corps Reserve Center, Lawrence, Massachusetts; Naval Reserve Center, Chicopee, Massachusetts; and Naval Reserve Center, Quincy, Massachusetts, from "NAS South Weymouth, Massachusetts" to "Naval Reserve Center, Quincy, Massachusetts."

Secretary of Defense Justification

As a result of the Base Closure and Realignment Commission's actions in BRAC 93, the Department of the Navy retained several naval air stations north of the major fleet concentration in Norfolk. Despite the large reduction in operational infrastructure accomplished during BRAC 93, the current Force Structure Plan shows a continuing decline in force levels from that governing BRAC 93, and thus there is additional excess capacity that must be eliminated. The major thrust of the evaluation of operational bases was to retain only that infrastructure necessary to support future force levels while, at the same time, not impeding operational flexibility for the deployment of that force. In that latter context, the Commanderin-Chief, U.S. Atlantic Fleet (CINCLANTFLT), expressed an operational desire to have as fullycapable an air station as possible north of Norfolk with the closest geographic proximity to support operational deployments. Satisfaction of these needs both to further reduce excess capacity and to honor CINCLANTFLT's operational imperative can be accomplished best by the retention of the most fully capable air station in this geographic area, Naval Air Station, Brunswick, Maine, in lieu

of the reserve air station at South Weymouth. Unlike BRAC 93, where assets from Naval Air Station, South Weymouth were proposed to be relocated to three receiving sites, two of which were geographically quite remote, and where the perceived adverse impact on reserve demographics was considered unacceptable by the Commission, this BRAC 95 recommendation moves all of the assets and supporting personnel and equipment less than 150 miles away, thus providing most acceptable reserve demographics. Further, the consolidation of several reserve centers at the Naval Reserve Center, Quincy, Massachusetts, provides demographics consideration for surface reserve assets. In addition, this recommendation furthers the Departmental preference to collocate active and reserve assets and personnel wherever possible to enhance the readiness of both.

Community Concerns

NAS South Weymouth is the only operational Naval Air Reserve activity in the New England/New York area. The community believes closure would preclude active participation by aviation qualified Naval Reservists in the northeastern United States, because reservists are geographically connected to their homes and civilian occupations. The community noted the Navy ranked NAS South Weymouth fourth of six in military value, well ahead of NAS Ft. Worth and NAS Atlanta. The community emphasized that the highly educated technical workforce and large population of qualified veterans in the Boston area support recruitment for both the current mission and any expanded role.

The community questioned the Navy's recommendation to close South Weymouth despite the continued high value as borne out by the Navy's military value matrix. Further, the community believes the decision to close South Weymouth, which links a reserve facility with an active facility, is without analytical support. In addition, the community believes the operational requirement expressed by the Navy for a fully capable base north of Norfolk represents a last minute methodological shift on the part of the Navy.

The community conducted it's own independent analysis of the distance of Naval Air Reserve Stations to the nearest major population centers. The community argues that relocation of South Weymouth reserve units to Brunswick, Maine would place them more than twice as far from a major population center as any of the other Reserve Air Station. The community believes

when the increased distance required for reservists to commute is coupled with a sparse population base from which reservists can be recruited, the result will be understaffed units that are not ready to perform their missions.

Commission Findings

The Commission found closing NAS South Weymouth will alleviate excess capacity at both a reserve air station and an active duty air station. In addition, closing NAS South Weymouth will generate substantial savings. The Commission considered several options to closing NAS South Weymouth, however, they were less cost effective than the South Weymouth closure.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: close Naval Air Station, South Weymouth, Massachusetts. Relocate its aircraft and necessary personnel, equipment and support to Naval Air Station, Brunswick, Maine. Relocate the Marine Corps Reserve support squadrons to another facility in the local area or to NAS Brunswick. Reestablish Naval Reserve Center, Quincy, Massachusetts, and change the receiving site specified by the 1993 Commission (1993 Commission Report, at page 1-64) for consolidation of Navy and Marine Corps Reserve Center, Lawrence, Massachusetts; Naval Reserve Center, Chicopee, Massachusetts; and Naval Reserve Center, Quincy, Massachusetts, from "NAS South Weymouth, Massachusetts" to "Naval Reserve Center, Quincy, Massachusetts."

Naval Air Facility, Detroit, Michigan

Category: Reserve Air Station

Mission: Support for Marine Corps Reserve Unit

One-time Cost: None

Savings: 1996-2001: \$9.4 million

Annual: None

Return on Investment: 1996 (Immediate)

FINAL ACTION: Redirect

Secretary of Defense Recommendation

Change the receiving site specified by the 1993 Commission (1993 Commission Report, at page 1-25) for the Mt. Clemons, Michigan Marine Corps Reserve Center, including MWSG-47 and supporting units, from "Marine Corps Reserve Center,

Twin Cities, Minnesota" to "Air National Guard Base, Selfridge, Michigan."

Secretary of Defense Justification

In addition to avoiding the costs of relocating the reserve unit from this reserve center to Minnesota, this redirect maintains a Marine Corps recruiting presence in the Detroit area, which is a demographically rich recruiting area, and realizes a principal objective of the Department of Defense to effect multi-service use of facilities.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found no reason to disagree with the recommendation of the Secretary of Defense.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: change the receiving site specified by the 1993 Commission (1993 Commission Report, at page 1-25) for the Mt. Clemons, Michigan Marine Corps Reserve Center, including MWSG-47 and supporting units, from "Marine Corps Reserve Center, Twin Cities, Minnesota" to "Air National Guard Base, Selfridge, Michigan."

Naval Air Station, Meridian, Mississippi

Category: Training Air Station

Mission: Undergraduate Pilot Training

One-time Cost: None Savings: 1996-2001: None

Annual: None

Return on Investment: None FINAL ACTION: Remain Open

Secretary of Defense Recommendation

Close Naval Air Station, Meridian, Mississippi, except retain the Regional Counterdrug Training Academy facilities which are transferred to the Academy. Relocate the undergraduate strike pilot training function and associated personnel, equipment and support to Naval Air Station, Kingsville, Texas. Its major tenant, the Naval Technical Training Center, will close, and its training functions

will be relocated to other training activities, primarily the Navy Supply Corps School, Athens, Georgia, and Naval Education and Training Center, Newport, Rhode Island.

Secretary of Defense Justification

The 1993 Commission recommended that Naval Air Station, Meridian remain open because it found that the then-current and future pilot training rate (PTR) required that there be two fullstrike training bases, Naval Air Station, Kingsville, Texas, and Naval Air Station, Meridian. In the period between 1993 and the present, two factors emerged that required the Department of the Navy again to review the requirement for two such installations. First, the current force -structure plan shows a continuing decline in the PTR (particularly in the decline from 11 to 10 carrier air wings) so that Navy strike training could be handled by a single full-strike training base. Second, the consolidation of strike training that follows the closure of NAS Meridian is in the spirit of the policy of the Secretary of Defense that functional pilot training be consolidated. The training conducted at Naval Air Station, Meridian is similar to that conducted at Naval Air Station, Kingsville, which has a higher military value, presently houses T-45 assets (the Department of the Navy's new primary strike training aircraft) and its supporting infrastructure, and has ready access to larger amounts of air space, including over-water air space if such is required. Also, the Undergraduate Pilot Training Joint Cross-Service Group included the closure of Naval Air Station, Meridian in each of its closure/realignment alternatives. The separate recommendation for the consolidation of the Naval Technical Training Center functions at two other major training activities provides improved and more efficient management of these training functions and aligns certain enlisted personnel training to sites where similar training is being provided to officers.

Community Concerns

The community argued the Navy's training plan did not provide enough capacity to accomplish needed strike pilot training without NAS Meridian. The community believes NAS Meridian is needed to meet the requirement. The community also claimed the Navy's military value ranking of NAS Meridian was too low. It argued Naval training requires primarily "over-ground" airspace, but the

Navy's military value matrix was heavily weighted for "over-water" airspace. Since Meridian has considerable "over-ground" airspace but no "overwater" airspace, the community believes its military value ranking was unfairly diminished.

Commission Findings

The Commission found excess capacity existed in the Naval Undergraduate Pilot Training (UPT) base category. The Commission, however, reviewed the specific capacity requirements for carrier-based aircraft pilot training when considering this facility. The pilot training rate (PTR) for the strike pilot training subcategory was increased by the Navy in May 1995, above the level used for the closure analysis, because of a new mission and additional planned squadrons. In addition, if the requirement to train all carrier airplane pilots using the Navy-proposed single-sited T-45 trainer is implemented, the PTR would increase further. If the Navy's 20% surge requirement is added to the increased PTR, the Commission found the Navy could not meet its UPT training requirements, without NAS Meridian. The Commission recognized that keeping a second strike pilot training base open resulted in excess UPT capacity, but found the risk associated with having only one UPT strike pilot training base to be unacceptable. The Chief of Naval Operations also expressed his personal concern about the difficulties of meeting this surge based requirement with only one strike pilot training base.

The Commission believes that the Secretary of Defense's decision not to base its recommendations for the UPT category on a cross-service analysis significantly limited opportunities for more efficient usage of pilot training bases. The Commission urges the Secretary of Defense to pursue joint training opportunities in the future.

See the separate discussion concerning Naval Technical Training Center (NTTC) Meridian.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 1 and 3. Therefore, the Commission recommends the following: Naval Air Station, Meridian remains open. Its major tenant, the Naval Technical Training Center, also remains open. The Commission finds this recommendation is consistent with the forcestructure plan and final criteria.

Naval Technical Training Center, Meridian, Mississippi

Category: Naval Training Center Mission: Training of Enlisted Personnel

One-time Cost: None Savings: 1996-2001: None

Annual: None

Return on Investment: None FINAL ACTION: Remain Open

Secretary of Defense Recommendation

Close the Naval Technical Training Center, Meridian, Mississippi, and relocate the training functions to other training activities, primarily the Navy Supply Corps School, Athens, Georgia, and Naval Education and Training Center, Newport, Rhode Island.

Secretary of Defense Justification

Projected manpower reductions contained in the DoD Force Structure Plan require a substantial decrease in training-related infrastructure consistent with the policy of collocating training functions at fleet concentration centers when feasible. Consolidation of the Naval Technical Training Center functions at two other major training activities provides improved and more efficient management of the these training functions and aligns certain enlisted personnel training to sites where similar training is being provided to officers.

Community Concerns

The Meridian community expressed concern the Naval Technical Training Center (NTTC) was being included in the Naval Air Station, Meridian closure recommendation and was not evaluated on its own merits. They felt the surge capability the school provided, as well as its modern facilities, demonstrated the need to keep the school at its present location. Additionally, the Meridian community argued it would be more cost effective to keep the school at its present location and avoid the one-time costs at the gaining facilities.

Commission Findings

The Commission found when the Naval Technical Training Center (NTTC) Meridian was analyzed separately from NAS Meridian, the economic results of closure were not favorable. The modern facilities, a need for large military construction at receiving locations and the Commission recommendation not to close NAS Meridian contributed

to the Commission finding that the NTTC Meridian should also be left open.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criterion 5. Therefore, the Commission recommends the following: the Naval Technical Training Center, Meridian remains open. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Naval Air Warfare Center, Aircraft Division, Lakehurst, New Jersey

Category: Navy Technical Center Mission: Research, Development, Test & Evaluation, and In-Service Engineering for carrier catapult and related functions

One-time Cost: None Savings: 1996-2001: None

Annual: None

Return on Investment: None FINAL ACTION: Remain Open

Secretary of Defense Recommendation

Close Naval Air Warfare Center, Aircraft Division, Lakehurst, New Jersey, except transfer in place certain facilities and equipment to the Naval Air Warfare Center, Aircraft Division, Patuxent River, Maryland. Relocate other functions and associated personnel and equipment to the Naval Air Warfare Center, Aircraft Division, Patuxent River, Maryland, and the Naval Aviation Depot, Jacksonville, Florida. Relocate the Naval Air Technical Training Center Detachment, Lakehurst, to Naval Air Station, Pensacola, Florida. Relocate Naval Mobile Construction Battalion 21, the U.S. Army CECOM Airborne Engineering Evaluation Support Activity, and the Defense Reutilization and Marketing Office to other government-owned spaces.

Secretary of Defense Justification

There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource

levels dictate closure/realignment or consolidation of activities wherever practicable. The closure and realignment of this activity permits the elimination of the command and support structure of this activity and the consolidation of its most critical functions at a major technical center, allowing synergism with its parent command and more fully utilizing available capabilities at major depot activities. This recommendation retains at Lakehurst only those facilities and personnel essential to conducting catapult and arresting gear testing and fleet support.

Community Concerns

The Lakehurst community is concerned that costs to close were excluded improperly from the DoD recommendation. They identified problems with the capabilities of the recommended receiving installations, to accommodate the incoming missions for the costs used in the COBRA analysis. The community also expressed concern that by splintering the inter-dependent catapult RDT&E, prototype manufacturing, and support capabilities, the performance level of fleet responses would decrease. The community further argued that Lakehurst should not be closed, so that the current tenant activities may remain.

Commission Findings

The Commission found that the DoD's recommendation will dismantle inter-dependent functions at NAWC Lakehurst and relocate them to other naval facilities. The Commission found this recommendation, by splintering these inter-dependent functions would result in a loss in industrial, economic and performance advantages. The Commission found that the catapult research, development, and test and evaluation functions depend upon collocation with prototyping and manufacturing functions. The Commission found splitting these interdependent functions would increase the time needed to respond to carrier fleet emergencies because of the travel time for parts and personnel between NAWC Lakehurst and NADEP Jacksonville. The Commission found overall response time to carrier catapult emergencies would be unacceptable if the DoD recommendation was implemented, and efficiencies resulting from collocation would be lost.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criterion 1. There-

fore, the Commission recommends the following: the Naval Air Warfare Center, Aircraft Division, Lakehurst remains open. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Naval Air Technical Services Facility, Philadelphia, Pennsylvania

Category: Technical Centers/Laboratories Mission: Technical Publication Support

One-time Cost: \$5.7 million Savings: 1996-2001: \$1.5 million Annual: \$ 2.2 million

Return on Investment: 2001 (3 years)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close the Naval Air Technical Services Facility (NATSF), Philadelphia, Pennsylvania, and consolidate necessary functions, personnel, and equipment with the Naval Aviation Depot, North Island, California.

Secretary of Defense Justification

There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. Closure of this facility eliminates excess capacity within the technical center subcategory by using available capacity at NADEP North Island and achieves the synergy from having the drawings and manuals collocated with an in-service maintenance activity at a major fleet concentration. Additionally, it enables the elimination of the NATSF detachment already at North Island and results in a reduction of costs.

Community Concerns

The Philadelphia community believes its ties to Aviation Supply Office (ASO) are stronger than those with Naval Aviation Depot (NADEP), North Island. NATSF already has a Memoranda of Understanding to reduce overhead costs by having personnel, computer, mail, and other services provided to it by ASO. The community pointed out its employees did not travel to NADEP North Island in 1994, and only a relatively small percentage of its work supports the NADEP. They also cite evidence which suggests they may be moved to a San Diego location other than the NADEP.

The community stressed that in 1993, the Commission "found compelling the potential cost savings and reduction in workload among the Services of establishing a joint organization under the auspices of NATSF." There were no indications, however, that this concept has been pursued.

The community also asserted the significant difference in housing costs between Philadelphia and San Diego, and thus, most employees will be unable to afford to make the move, and few will actually move.

The community also asserted there is more commonality with ASO, and that more positions can be eliminated by leaving NATSF in Philadelphia. Finally, the community maintained that substantial travel to Naval Air Systems Command would be required, greatly increasing per diem and personnel costs. They also asserted that moving from a fully loaded urban base in Philadelphia to another well loaded base will not generate substantial savings.

Commission Findings

The Commission agreed with the Secretary of Defense that NATSF is a Naval Air Systems Command (NAVAIR) activity and that moving to NADEP, North Island, California will facilitate the implementation of NAVAIR's reorganization of its field activities. The Commission recognized that NATSF had very strong ties to ASO, where NATSF is a tenant, but concluded its relationship with NAVAIR is more important.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: close the Naval Air Technical Services Facility (NATSF), Philadelphia, Pennsylvania, and consolidate necessary functions, personnel, and equipment with the Naval Aviation Depot, North Island, California.

Naval Air Warfare Center, Aircraft Division, Warminster, Pennsylvania

Category: Technical Centers/Laboratories Mission: Research, Development, Test

and Evaluation

One-time Cost: \$8.4 million Savings: 1996-2001: \$33.1 million

Annual: \$7.6 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close the Naval Air Warfare Center, Aircraft Division, Warminster, Pennsylvania. Relocate appropriate functions, personnel, equipment, and support to other technical activities, primarily the Naval Air Warfare Center, Aircraft Division, Patuxent River, Maryland.

Secretary of Defense Justification

There is an overall reduction in operational forces and a sharp decline in the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. The closure of this activity reduces excess capacity with the resultant efficiencies and economies in the consolidation of the relocated functions with its parent command at the new receiving site. Additionally, it completes the process of realignment initiated in BRAC 91, based on a clearer understanding of what is now required to be retained in-house. Closure and excessing of the Human Centrifuge/ Dynamic Flight Simulator Facility further reduces excess capacity and provides the opportunity for the transfer of this facility to the public educational or commercial sectors, thus maintaining access on an as-needed basis.

Community Concerns

There were no formal expressions from the community.

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Commission Findings

The Commission found no reason to disagree with the recommendation of the Secretary of Defense.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: close the Naval Air Warfare Center, Aircraft Division, Warminster, Pennsylvania. Relocate appropriate functions, personnel, equipment, and support to other technical activities, primarily the Naval Air Warfare Center, Aircraft Division, Patuxent River, Maryland.

Naval Air Warfare Center, Aircraft Division, Open Water Test Facility, Oreland, Pennsylvania

Category: Test and Evaluation Mission: Test and Evaluation One-time Cost: \$0.05 million Savings: 1996-2001: \$0.03 million

Annual: \$0.02 million

Return on Investment: 1999 (3 years)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close the Naval Air Warfare Center, Aircraft Division, Open Water Test Facility, Oreland, Pennsylvania.

Secretary of Defense Justification

There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. Closure of this facility reduces excess capacity by eliminating unnecessarily redundant capability, since requirements can be met by reliance on other lakes that exist in the DON inventory.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found no reason to disagree with the recommendation of the Secretary of Defense.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: close the Naval Air Warfare Center, Aircraft Division, Open Water Test Facility, Oreland, Pennsylvania.

Naval Aviation Engineering Service Unit, Philadelphia, Pennsylvania

Category: Technical Centers/Laboratories Mission: Aviation Field Engineering Assistance

One-time Cost: \$2.9 million Savings: 1996-2001: \$5.3 million

Annual: \$2.4 million

Return on Investment: 1999 (1 year)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close the Naval Aviation Engineering Service Unit (NAESU), Philadelphia, Pennsylvania, and consolidate necessary functions, personnel, and equipment with the Naval Aviation Depot (NADEP), North Island, California.

Secretary of Defense Justification

There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. Closure of this facility eliminates excess capacity within the technical center subcategory by using available capacity at NADEP North Island. Additionally, it enables

the consolidation of necessary functions with a depot activity performing similar work and results in a reduction of costs.

Community Concerns

The Philadelphia community believes its ties to Aviation Supply Office (ASO) and Naval Aviation Technical Services Facility (NATSF), (an ASO tenant), are stronger than those with NADEP North Island. NAESU is presently negotiating a Memoranda of Understanding to reduce overhead costs that resulted from its June, 1995 move from the closed Philadelphia Naval Shipyard to the ASO compound. The community pointed out that the employees rarely traveled to NADEP North Island in 1994, and only a relatively small percentage of NAESU work supports the NADEP. They also cite evidence that they say suggests they may be moved to a San Diego location other than the NADEP.

The community pointed out the significant difference in housing costs between Philadelphia and San Diego. Most employees will be unable to afford to make the move, and thus, they believe fewer than 10% of the employees will actually move.

The community also asserts there is more commonality with NATSF and ASO, and that more positions can be eliminated by leaving NAESU in Philadelphia. The community believes the closure scenario would eliminate fewer jobs than reflected in the Navy position. Finally, the community pointed out that substantial travel to Naval Air Systems Command (NAVAIR) would be required, greatly increasing travel, per diem, and personnel costs.

Commission Findings

The Commission agreed with the Secretary of Defense that the NAESU's strongest ties are to NAVAIR. The Commission recognized that NAESU can be situated in Philadelphia as readily as in San Diego, but concluded its relationship with NAVAIR is more important. The Commission also concluded that the personnel movements were not correctly presented in the Navy's COBRA due to issues relating to NAESU's San Diego detachments. The Commission found that the DoD costs and savings are uncertain; savings may have been overestimated and costs underestimated. In making its recommendation, however, the Commission adopted the DoD costs while recognizing the uncertainties.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: close the Naval Aviation Engineering Service Unit (NAESU), Philadelphia, Pennsylvania, and consolidate necessary functions, personnel, and equipment with the Naval Aviation Depot (NADEP), North Island, California.

Naval Command, Control and Ocean Surveillance Center, RDT&E Division Detachment, Warminster, Pennsylvania

Category: Technical Centers/Laboratories Mission: Research, Development, Test and Evaluation One-time Cost: \$8.4 million * Savings: 1996-2001: \$33.1 million * Annual: \$7.6 million * Return on Investment: 1996 (Immediate) FINAL ACTION: Close

* Combined with Naval Air Warfare Center, Aircraft Division, Warminster, PA.

Secretary of Defense Recommendation

Close the Naval Command, Control and Ocean Surveillance Center, RDT&E Division Detachment, Warminster, Pennsylvania. Relocate appropriate functions, personnel, equipment, and support to other technical activities, primarily the Naval Command, Control and Ocean Surveillance Center, RDT&E Division, San Diego, California; and the Naval Oceanographic Office, Bay St. Louis, Mississippi.

Secretary of Defense Justification

There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. The closure of this activity reduces excess capacity with the resultant efficiencies and economies in the management of the relocated functions at the new

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receiving sites. Additionally, it completes the process of realignment initiated in BRAC 91, based on a clearer understanding of what is now required to be retained in-house. Closure and excessing of the Inertial Navigational Facility further reduces excess capacity and provides the opportunity for the transfer of these facilities to the public educational or commercial sectors, thus maintaining access on an as-needed basis.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found no reason to disagree with the recommendation of the Secretary of Defense. Some employees of the Philadelphia, Pennsylvania detachment of Naval Command. Control and Ocean Surveillance Center (NCCOSC) in San Diego, California told the Commission they report to a different NCCOSC organization not specifically mentioned in the recommendation of the Secretary of Defense and therefore should not be included in the recommendation. Navy provided information indicating it was their intention to move the Philadelphia detachment to San Diego in accordance with an organizational restructuring begun in 1991 with the closure of the Philadelphia Naval Shipyard. The Commission accepted the Navy's explanation that the Philadelphia Detachment is appropriately part of the planned move to San Diego.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: close the Naval Command, Control and Ocean Surveillance Center, RDT&E Division Detachment, Warminster, Pennsylvania. Relocate appropriate functions, personnel, equipment, and support to other technical activities, primarily the Naval Command, Control and Ocean Surveillance Center, RDT&E Division, San Diego, California; and the Naval Oceanographic Office, Bay St. Louis, Mississippi.

Naval Shipyard, Norfolk Detachment, Philadelphia, Pennsylvania

Category: Naval Shipyards

Mission: Repair and Maintenance of Naval Ships

One-time Cost: \$0.03 million

Savings: 1996-2001: \$51.9 million

Annual: \$8.8 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Redirect

Secretary of Defense Recommendations

Change the recommendation of the 1991 Commission relating to the closure of the Philadelphia Naval Shipyard (1991 Commission Report, at page 5-28) to delete "and preservation" (line 5) and "for emergent requirements" (lines 6-7).

Secretary of Defense Justification

Despite substantial reductions in depot maintenance capability accomplished in prior base closure evolutions, as force levels continue to decline, there is additional excess capacity that needs to be eliminated. The contingency seen in 1991 for which the facilities at this closed shipyard were being retained no longer exists, and their continued retention is neither necessary nor consistent with the DON objective to divest itself of unnecessary infrastructure.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The 1991 Commission closed the Philadelphia Naval Shipyard, a non-nuclear capable yard. At the Navy's request, the Commission retained the propeller shop and deep-draft drydocks and associated facilities as surge assets. The Navy also retained facilities to accommodate two tenants. Given the private sector's ability to meet surge workload and the existing excess capacity within the remaining active naval shipyards, the Navy recommended closure of the retained drydocks and associated facilities. The Commission found the recommendation consistent with the Navy's goal to divest itself of unnecessary infrastructure.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: change the recommendation of the 1991 Commission relating to the closure of the Philadelphia Naval Shipyard (1991 Commission Report, at page 5-28) to delete "and preservation" (line 5) and "for emergent requirements" (line 6-7).

Fleet and Industrial Supply Center, Charleston, South Carolina

Category: Fleet and Industrial Supply Centers

Mission: Supply Support One-time Cost: \$2.3 million Savings: 1996-2001: \$2.3 million

Annual: \$0.9 million

Return on Investment: 1999 (2 years)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close the Fleet and Industrial Supply Center, Charleston, South Carolina.

Secretary of Defense Justification

Fleet and Industrial Supply Centers are follower activities whose existence depends upon active fleet units in their homeport area. Prior BRAC actions closed or realigned most of this activity's customer base, and most of its personnel have already transferred to the Naval Command, Control, and Ocean Surveillance Center, In-Service Engineering, East Coast Division, Charleston, South Carolina. Further, in accordance with the FY 2001 Force Structure Plan, force structure reductions through the year 2001 erode the requirement for support of active forces even further. This remaining workload can efficiently be handled by other FISCs or other naval activities.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found no reason to disagree with the Secretary of Defense's recommendation.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: close the Fleet and Industrial Supply Center, Charleston, South Carolina.

Naval Air Station, Corpus Christi, Texas

Category: Training Air Station Mission: Undergraduate Pilot Training

One-time Cost: \$13.0 million

Savings: 1996-2001: \$61.1 million

Annual: \$5.1 million

Return on Investment: 1997 (Immediate)

FINAL ACTION: Realign

Secretary of Defense Recommendation

Realign Naval Air Station, Corpus Christi, Texas, as a Naval Air Facility, and relocate the undergraduate pilot training function and associated personnel, equipment and support to Naval Air Station, Pensacola, Florida, and Naval Air Station, Whiting Field, Florida.

Secretary of Defense Justification

Reductions in force structure have led to decreases in pilot training rates. This reduction has allowed the Navy to consolidate maritime and primary fixed wing training in the Pensacola-Whiting complex while retaining the airfield and airspace at Corpus Christi to support the consolidation of strike training at the Kingsville-Corpus Christi complex. The Corpus Christi Naval Air Facility is also being retained to accept mine warfare helicopter assets in support of the Mine Warfare Center of Excellence at Naval Station, Ingleside, and to provide the opportunity for the movement of additional aviation assets to the NAF as operational considerations dictate. This NAF will continue to support its current group of DoD and Federal agency tenants and their aviation-intensive needs, as well as other regional Navy air operations as needed.

Community Concerns

The NAS Corpus Christi community would like the base retained as a major shore command, Naval Air Station status, rather than reduced to a Naval Air Facility. The community agrees with the Navy's recommendations to single site T-45 training aircraft at NAS Kingsville, T-34 training aircraft at NAS Whiting Field, and the redirect of MH-53 mine warfare helicopters to NAS Corpus Christi. The community, however, opposes the transfer of T-44 maritime aircraft training to NAS Pensacola, claiming that NAS Corpus Christi has the capacity to accept T-45 operations as well as continue maritime training. Although the community would like to retain the Chief of Naval Aviation Training (CNATRA) Headquarters at NAS Corpus Christi, they realize that the recommendation to relocate CNATRA to NAS Pensacola is an internal Navy decision and they support that decision.

Commission Findings

The Commission agreed with the Secretary of Defense that sufficient capacity exists to accommodate the NAS Corpus Christi pilot training mission at NAS Pensacola and NAS Whiting Field. The Commission did not believe, however, the receiving sites specified offered sufficient flexibility to accommodate future training requirements. Therefore, the specified training sites were removed from the recommendation. The Commission found that the Navy must move training functions to achieve the cost benefits of this recommendation. The Commission also found that the Navy had the authority to realign the Naval Air Station to a Naval Air Facility without the requirement for action by the Commission.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 1, 2 and 3. Therefore, the Commission recommends the following: the Naval Air Station, Corpus Christi remains open and realigns as necessary. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Naval Command, Control and Ocean Surveillance Center, In-Service **Engineering East Coast Detachment,** Norfolk, Virginia

Category: Navy Technical Center Mission: In-Service Engineering for Naval Command, Control, Communications, Computers and Intelligence functions One-time Cost: \$4.6 million Savings: 1996-2001: \$0.1 million

Annual: \$2.1 million

Return on Investment: 2002 (3 years)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close the In-Service Engineering East Coast Detachment, St. Juliens Creek Annex, Norfolk, Virginia, of the Naval Command, Control and Ocean Surveillance Center, except retain in place the transmit and receive equipment and antennas currently at the St. Juliens Creek Annex. Relocate functions, necessary personnel and equipment to Norfolk Naval Shipyard, Norfolk, Virginia.

Secretary of Defense Justification

There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. The closure of this activity and the relocation of its principal functions achieves improved efficiencies and a reduction of excess capacity by aligning its functions with other fleet support provided by the shipyard.

Community Concerns

The Norfolk community is concerned about the mission disruption of NISE East caused by the BRAC 93 transfer of personnel and functions to Charleston, South Carolina, and the BRAC 95 recommended transfer of personnel and functions to the Norfolk Naval Shipyard. The community believes that the savings of \$2 million does not justify the potential disruption to the mission.

Commission Findings

The Commission found that after implementation of the 1993 Commission recommendation was complete, there would be an excess of 130,000 square feet at the Norfolk Naval Shipyard's St. Juliens Creek Annex. The relocation of Naval Command, Control and Ocean Surveillance Center In-Service Engineering, East Coast Detachment to 28,100 square feet of space within the Norfolk Naval Shipyard would result in a recurring savings of \$2.1 million for the Department of the Navy.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: close the In-Service Engineering East Coast Detachment, St. Juliens Creek Annex, Norfolk, Virginia, of the Naval Command, Control and Ocean Surveillance Center, except retain in place the transmit and receive equipment and antennas currently at the

St. Juliens Creek Annex. Relocate functions, necessary personnel and equipment to Norfolk Naval Shipyard, Norfolk, Virginia.

Naval Information Systems Management Center, Arlington, Virginia

Category: Administrative Activities Mission: Information Management

One-time Cost: \$0.1 million Savings: 1996-2001: \$.3 million Annual: \$0.1 million

Annuai: \$0.1 million

Return on Investment: 2000 (2 years)

FINAL ACTION: Relocate

Secretary of Defense Recommendation

Relocate the Naval Information Systems Management Center from leased space in Arlington, Virginia, to the Washington Navy Yard, Washington, D.C.

Secretary of Defense Justification

The resource levels of administrative activities are dependent upon the level of forces they support. The continuing decline in force levels shown in the FY 2001 Force Structure Plan coupled with the effects of the National Performance Review result in further reductions of personnel in administrative activities. This relocation reduces excess capacity and achieves savings by the movement from leased space to government-owned space, and furthers the Department's policy decision to merge this activity with the Information Technology Acquisition Center which is already housed in the Navy Yard.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission agreed with the Secretary of Defense that moving the Naval Information Systems Management Center from leased space to the Washington Navy Yard saves money and furthers the overall effort to move military commands in the National Capital Region to Government-owned space. In addition, it permits consolidation with a similar command, the Information Technology Acquisition Center, already located at the Navy Yard.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-struc-

ture plan and final criteria. Therefore, the Commission recommends the following: relocate the Naval Information Systems Management Center from leased space in Arlington, Virginia, to the Washington Navy Yard, Washington, D.C.

Naval Management Systems Support Office, Chesapeake, Virginia

Category: Technical Facilities/Laboratories Mission: Information Systems Support

One-time Cost: \$2.2 million Savings: 1996-2001: \$ 9.0 million

Annual: \$2.7 million

Return on Investment: 1998 (1 year)

FINAL ACTION: Disestablish

Secretary of Defense Recommendation

Disestablish the Naval Management Systems Support Office, Chesapeake, Virginia, and relocate its functions and necessary personnel and equipment as a detachment of Naval Command, Control and Ocean Surveillance Center, San Diego, California, in government-owned spaces in Norfolk, Virginia.

Secretary of Defense Justification

There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. The disestablishment of this activity permits the elimination of the command and support structure of this activity and the consolidation of certain functions with a major technical center. This recommendation also provides for the movement out of leased space into government-owned space, a move which had been intended to occur as part of the DON BRAC 93 recommended consolidation of the Naval Electronic Systems Engineering Centers in Portsmouth, which the 1993 Commission disapproved.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission agreed with the recommendation of the Secretary of Defense that NAVMASSO should relocate from leased to Government-owned space. The Commission was concerned, however, that appropriate Government-owned space in Norfolk might not be available. Accordingly, with the concurrence of the Navy, the Commission modified the recommendation to expand the receiving location to the entire Tidewater, Virginia area. The Commission found no other reason to disagree with the recommendation of the Secretary of Defense.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criterion 2. Therefore, the Commission recommends the following: disestablish the Naval Management Systems Support Office (NAVMASSO), Chesapeake, Virginia, and relocate its functions and necessary personnel and equipment as a detachment of Naval Command, Control and Ocean Surveillance Center, San Diego, California, in Government-owned spaces in the Tidewater, Virginia area. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Naval Sea Systems Command, Arlington, Virginia

Category: Administrative Activities
Mission: Systems Command Headquarters
One-time Cost: \$160.6 million
Savings: 1996-2001: \$50.6 million
Annual: \$10.1 million
Return on Investment: 1996 (Immediate)

FINAL ACTION: Redirect

Secretary of Defense Recommendation

Change the receiving sites specified by the 1993 Commission (1993 Commission Report, at page 1-59) for the relocation of the Naval Sea Systems Command, including the Nuclear Propulsion Directorate (SEA 08), the Human Resources Office supporting the Naval Sea Systems Command, and associated PEOs and DRPMs, from "the Navy Annex, Arlington, Virginia; Washington Navy Yard, Washington, D.C.; 3801 Nebraska Avenue, Washington, D.C.; Marine Corps Combat Development Command, Quantico, Virginia; or the White Oak facility, Silver Spring, Maryland" to "the

Washington Navy Yard, Washington, D.C. or other government-owned property in the metropolitan Washington, D.C. area."

Secretary of Defense Justification

The resource levels of administrative activities are dependent upon the level of forces they support. The continuing decline in force levels shown in the FY 2001 Force Structure Plan coupled with the effects of the National Performance Review result in further reductions of personnel in administrative activities. As a result, the capacity at the White Oak facility in Silver Spring, Maryland, or at the Navy Annex, Arlington, Virginia is no longer required to meet DON administrative space needs. This change in receiving sites eliminates substantial expenditures otherwise required to rehabilitate both White Oak and the Navy Annex. The net effect of this and the White Oak recommendation is a decrease of excess administrative space by more than 1,000,000 square feet.

Community Concerns

The community expressed a number of concerns regarding this redirect, all of which centered on the relative cost to move the Naval Sea Systems Command to either White Oak or the Washington Navy Yard. Independent analysis of the certified data was conducted by the community. Based upon this analysis, the community believes military construction costs were not accurate. The community felt that the estimates for White Oak were overstated and those for the Navy Yard were understated. Relative square footage numbers, as well as construction costs per unit, were questioned. The community also felt that site-specific costs to build at the Navy Yard had not been accounted for in the DoD analysis. Foremost among these costs were floodplain considerations and historical preservation requirements. Additionally, the community contends that improvements needed to convert the Navy Yard from an industrial to an administrative facility had not been included in the Navy's costs. The community felt that the costs of facility improvements, other than office space, should be included in the analysis. These costs, outlined in a Master Plan, are designed to enable the Navy Yard to support a base population of ten thousand. Finally, the community voiced a concern over quality of life issues. White Oak, it claimed, offered a far superior working environment.

Commission Findings

The overriding concern of the Commission was the cost of this recommendation. The Commission compared construction costs at NSWC White Oak to those at the Washington Navy Yard. At White Oak, costs were based on a project which had already been extensively engineered. At the Navy Yard, costs were based upon similar projects already completed at the Navy Yard. The Commission concluded that the costs projected by the Navy were accurate. Although the military construction costs were higher at the Navy Yard, the Commission agreed with the Secretary of Defense that the higher construction cost was offset by personnel eliminations and lower overhead costs.

The Commission also examined the ability of the Washington Navy Yard infrastructure to accommodate an influx of over four thousand people. The Commission found that the existing facilities and planned improvements would allow the Navy Yard to support the added population. The availability of parking also concerned the Commission, but the planned parking allowance was found to be sufficient for an installation located in an urban setting with good access to public transportation.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: change the receiving sites specified by the 1993 Commission (1993 Commission Report, at page 1-59) for the relocation of the Naval Sea Systems Command, including the Nuclear Propulsion Directorate (SEA 08), the Human Resources Office supporting the Naval Sea Systems Command, and associated PEOs and DRPMs, from "the Navy Annex, Arlington, Virginia; Washington Navy Yard, Washington, D.C.; 3801 Nebraska Avenue, Washington, D.C.; Marine Corps Combat Development Command, Quantico, Virginia; or the White Oak facility, Silver Spring, Maryland" to "the Washington Navy Yard, Washington, D.C. or other Government-owned property in the metropolitan Washington, D.C. area."

Office of Naval Research, Arlington, Virginia

Category: Technical Centers and Laboratories Mission: Research, Development, Testing, and Evaluation One-time Cost: None

Savings: 1996-2001: \$5.2 million Annual: \$-1.4 million (Cost) Return on Investment: Never FINAL ACTION: Redirect

Secretary of Defense Recommendation

Change the recommendation of the 1993 Commission (1993 Commission Report, at pages 1-59/60) by deleting the Office of Naval Research from the list of National Capital Region activities to relocate from leased space to Government-owned space within the NCR.

Secretary of Defense Justification

Because of other BRAC 95 actions, space designated for this activity pursuant to the BRAC 93 decision is no longer available. Other Navyowned space in the NCR would require substantial new construction in order to house this activity. Permitting the Office of Naval Research to remain in its present location not only avoids this new construction, but also realizes the synergy obtained by having the activity located in proximity to the Advanced Research Projects Agency and the National Science Foundation. Further, this action provides the opportunity for future collocation of like activities from the other Military Departments, with the attendant joint synergies which could be realized. While this action results in a recurring cost, the cost is minimal in light of the importance of these two significant opportunities.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission agreed with the Secretary of Defense that some benefits accrue from ONR's present location in close proximity to the National Science Foundation and the Advanced Research Projects Agency. In addition, the Commission found the recurring cost associated with remaining in leased space is outweighed by the potential advantage of coordinated research efforts that would result from the collocation of all of the Services' research offices with ONR. If ONR were to move to the Navy Yard, there would be insufficient space to accommodate the other research offices.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: change the recommendation of the 1993 Commission (1993 Commission Report, at pages 1-59/60) by deleting the Office of Naval Research from the list of National Capital Region [NCR] activities to relocate from leased space to Government-owned space within the NCR.

Space and Naval Warfare Systems Command, Arlington, Virginia

Category: Administrative Activities
Mission: Systems Command Headquarters

One-time Cost: \$24.0 million Savings: 1996-2001: \$120.0 million

Annual: \$25.3 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Redirect

Secretary of Defense Recommendation

Change the recommendation for the Space and Naval Warfare Systems Command, Arlington, Virginia, specified by the 1993 Commission (Commission Report, at page 1-59) from "[r]elocate...from leased space to Government-owned space within the NCR, to include the Navy Annex, Arlington, Virginia; Washington Navy Yard, Washington, D.C.; 3801 Nebraska Avenue, Washington, D.C.; Marine Corps Combat Development Command. Quantico, Virginia; or the White Oak facility, Silver Spring, Maryland" to "Relocate...from leased space to Government-owned space in San Diego, California, to allow consolidation of the Naval Command, Control and Ocean Surveillance Center, with the Space and Naval Warfare Command headquarters. This relocation does not include SPAWAR Code 40, which is located at NRL, or the Program Executive Officer for Space Communication Sensors and his immediate staff who will remain in Navy-owned space in the National Capital Region."

Secretary of Defense Justification

The resource levels of administrative activities are dependent upon the level of forces they support. The continuing decline in force levels shown in the FY 2001 Force Structure Plan coupled with the effects of the National Performance Review result

in further reductions in administrative activities. Space available in San Diego resulting from personnel changes and work consolidation permits further consolidation of the SPAWAR command structure and the elimination of levels of command structure. This consolidation will achieve not only significant savings from elimination of unnecessary command structure but also efficiencies and economies of operation. In addition, by relocating to San Diego instead of the NCR, there will be sufficient readily available space in the Washington Navy Yard for the Naval Sea Systems Command.

Community Concerns

The community believes the proposal does not reflect the significance of a Washington location to their mission performance. Most of the other organizations that Space and Naval Warfare Systems Command (SPAWAR) works with are either in the local area or in easily reached East Coast locations. The community believes the very small staff proposed for retention in Washington would not be able to continue their current activities. The community believes this would result in major increases in travel costs and lost staff time that were not included in the Navy analysis. They also stated that equivalent personnel savings could be made without a move through reorganization of the subordinate commands currently in San Diego, and elimination of excess overhead personnel at SPAWAR Headquarters, possibly through consolidation with Naval Sea Systems Command. The community also noted that the cost of renovating office space in San Diego was not included in the Navy's cost estimates for this proposal.

Commission Findings

The Commission agreed with the Secretary of Defense that the movement of SPAWAR to San Diego would enable the Navy to eliminate management layers and to enhance productivity by collocating headquarters with the majority of its subordinate staff. The Commission was concerned about the small size of the staff retained in Washington to maintain contact with the many organizations regularly interacting with SPAWAR, and with the absence of office renovation costs in San Diego. The Commission found, however, that even if the Washington-based staff were substantially increased and renovation costs added, the savings from the recommendation remain attrac-

tive. The Commission also agreed that increased travel costs could be minimized through the use of modern communication methods such as computer networks and teleconferencing.

The Laboratory Joint Cross Service Group recommended consideration of a joint Command, Control, Communications, Computers and Intelligence (C4I) acquisition organization. The Commission found that the implementation of a joint C4I organization was incompatible with the Secretary of Defense's recommendation to relocate SPAWAR headquarters to San Diego. Because the Secretary of Defense did not submit any recommendations in support of a joint C4I organization, the Commission concluded that implementing this recommendation was consistent with the Department's plans.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: change the recommendation for the Space and Naval Warfare Systems Command, Arlington, Virginia, specified by the 1993 Commission (Commission Report, at page 1-59) from "[r]elocate...from leased space to Government-owned space within the NCR [National Capital Region], to include the Navy Annex, Arlington, Virginia; Washington Navy Yard, Washington, D.C.; 3801 Nebraska Avenue, Washington, D.C.; Marine Corps Combat Development Command, Quantico, Virginia; or the White Oak facility, Silver Spring, Maryland" to "Relocate...from leased space to Governmentowned space in San Diego, California, to allow consolidation of the Naval Command, Control and Ocean Surveillance Center, with the Space and Naval Warfare Command headquarters. This relocation does not include SPAWAR Code 40, which is located at NRL [National Research Laboratory]. or the Program Executive Officer for Space Communication Sensors and his immediate staff who will remain in Navy-owned space in the National Capital Region."

Naval Undersea Warfare Center, Keyport, Washington

Category: Technical Centers
Mission: Test, evaluation, in-service engineering,
maintenance and repair and industrial base
support for undersea warfare systems
One-time Cost: \$2.1 million

Savings: 1996-2001: \$ 9.8 million

Annual: \$2.1 million

Return on Investment: 1998 (1 year)

FINAL ACTION: Realign

Secretary of Defense Recommendation

Realign Naval Undersea Warfare Center, Keyport, Washington, by moving its ships' combat systems console refurbishment depot maintenance and general industrial workload to Naval Shipyard, Puget Sound, Bremerton, Washington.

Secretary of Defense Justification

There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. Consistent with the Department of the Navy's efforts to remove depot level maintenance workload from technical centers and return it to depot industrial activities, this action consolidates ship combat systems workload at NSYD Puget Sound, but retains electronic test and repair equipments at NUWC Keyport, as well as torpedo depot maintenance, thereby removing the need to replicate facilities. The workload redistribution also furthers the Pacific Northwest Regional Maintenance Center initiatives, more fully utilizes the capacity at the shipyard, and will achieve greater productivity efficiencies within the shipyard.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found that the realignment was consistent with the Navy's goal to reduce infrastructure and to shift depot-level maintenance from technical centers to depot industrial activities.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: realign Naval Undersea Warfare Center, Keyport, Washington, by moving its ships' combat systems console refurbishment depot maintenance and general industrial workload to Naval Shipyard, Puget Sound, Bremerton, Washington.

Naval Training Centers (Orlando, Florida and San Diego, California)

Category: Naval Training Centers Mission: Training of Officer and

Enlisted Personnel
One-time Cost: \$5.9 million
Savings: 1996-2001: \$24.8 million
Annual: \$0.2 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Redirect

Secretary of Defense Recommendation

Change the recommendation of the 1993 Commission (1993 Commission Report, at page 1-38) concerning the closure of Naval Training Center, Orlando, Florida, by deleting all references to Service School Command from the list of major tenants. Change the recommendation of the 1993 Commission (1993 Commission Report, at page 1-39) concerning the closure of Naval Training Center, San Diego, California, by deleting all references to Service School Command, including Service School Command (Electronic Warfare) and Service School Command (Surface), from the list of major tenants.

Secretary of Defense Justification

Service School Command is a major component command reporting directly to the Commanding Officer, Naval Training Center, and, as such, is not a tenant of the Naval Training Center. Its relocation and that of its component courses can and should be accomplished in a manner "consistent with training requirements," as specified by the 1993 Commission recommendation language for the major elements of the Naval Training Centers. For instance, while the command structure of the Service School Command at Naval Training Center, Orlando Florida, is relocating to the Naval Training Center, Great Lakes, Illinois, the Torpedoman "C" School can be relocated to available facilities at the Naval Underwater Weapons Center, Keyport, Washington, and thus be adjacent to the facility that supports the type of weapon that is the subject of the training. Similarly, since the Integrated Voice Communication School at the Naval Training Center, San Diego, California, uses contract instructors, placing it at Fleet Training Center, San Diego, necessitates only the local movement of equipment at a savings in the cost otherwise to be incurred to move such equipment to the Naval Training Center, Great Lakes, Illinois. Likewise, the relocation of the Messman "A" School at Naval Training Center, San Diego, to Lackland Air Force Base results in consolidation of the same type of training for all services at one location, consistent with Department goals, and avoids military construction costs at Naval Air Station, Pensacola.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found economic and operational advantages in collocating certain component schools of the Service School Command with existing facilities or with similar schools of other military branches.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: change the recommendation of the 1993 Commission (1993 Commission Report, at page 1-38) concerning the closure of Naval Training Center, Orlando, Florida, by deleting all references to Service School Command from the list of major tenants. Change the recommendation of the 1993 Commission (1993 Commission Report, at page 1-39) concerning the closure of Naval Training Center, San Diego, California, by deleting all references to Service School Command, including Service School Command (Electronic Warfare) and Service School Command (Surface), from the list of major tenants.

Reserve Centers/Commands

Category: Reserve Activities Mission: Reserve Support One-time Cost: \$1.6 million Savings: 1996-2001: \$43.0 million

Annual: \$8.5 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Close

Recommendation

Close the following Naval Reserve Centers: Stockton, California Pomona, California Santa Ana, Irvine, California Laredo, Texas

Sheboygan, Wisconsin Cadillac, Michigan Staten Island, New York Huntsville, Alabama

Close the following Naval Air Reserve Center: Olathe, Kansas

Close the following Naval Reserve Readiness Commands: Region Seven—Charleston, South Carolina Region Ten—New Orleans, Louisiana

Secretary of Defense Justification

Existing capacity in support of the Reserve component continues to be in excess of the force structure requirements for the year 2001. These Reserve Centers scored low in military value, among other things, because there were a fewer number of drilling reservists than the number of billets available (suggesting a lesser demographic pool from which to recruit sailors), or because there was a poor use of facilities (for instance, only one drill weekend per month). Readiness Command (REDCOM) 7 has management responsibility for the fewest number of Reserve Centers of the thirteen REDCOMs, while REDCOM 10 has management responsibility for the fewest number of Selected Reservists. In 1994, nearly threefourths of the authorized SELRES billets at REDCOM 10 were unfilled, suggesting a demographic shortfall. In addition, both REDCOMs have high ratios of active duty personnel when compared to SELRES supported. The declining Reserve force structure necessitates more effective utilization of resources and therefore justifies closing these two REDCOMs. In arriving at the recommendation to close these Reserve Centers/ Commands, specific analysis was conducted to ensure that there was either an alternate location available to accommodate the affected Reserve population or demographic support for purpose of force recruiting in the areas to which units were being relocated. This specific analysis, verified by the COBRA analysis, supports these closures.

Community Concerns

The community believes the data presented by DoD in justifying the recommendation for the Naval Reserve Center Laredo, Texas closure is unconvincing, and that travel costs incurred by reservists in the event of closure would exceed the operating costs of the center. There were no formal expressions from the other communities.

Commission Findings

The Commission agreed with the Secretary of Defense that the recommended Reserve Center closures would reduce excess capacity and preserve reserve support and effective recruiting demographics.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: close Naval Reserve Centers at Stockton, California; Pomona, California; Santa Ana, Irvine, California; Laredo, Texas; Sheboygan, Wisconsin; Cadillac, Michigan; Staten Island, New York; and Huntsville, Alabama. Close Naval Air Reserve Center, Olathe, Kansas. Close Naval Reserve Readiness Command, Region Seven, Charleston, South Carolina. Close Naval Reserve Readiness Command, Region Ten, New Orleans, Louisiana.

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Department of the Air Force

Williams Air Force Base, Arizona

Category: Air Force Installation

Mission: Aircrew Training and Research Facility

One-time Cost: None

Savings: 1996-2001: \$18.4 million

Annual: \$0.3 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Redirect

Secretary of Defense Recommendation

Change the recommendation of the 1991 Commission regarding the relocation of Williams AFB's Armstrong Laboratory Aircrew Training Research Facility to Orlando, Florida, as follows: The Armstrong Laboratory Aircrew Training Research Facility at Mesa, Arizona, will remain at its present location as a stand-alone activity.

Secretary of Defense Justification

The 1991 Defense Base Closure and Realignment Commission recommended that the Armstrong Laboratory Aircrew Training Research Facility located at Williams AFB, Arizona, be relocated to Orlando, Florida. This recommendation, was based on assumptions regarding Navy training activities and the availability of facilities. Subsequent to that Commission's report, it was discovered that the facilities were not available at the estimated cost. In addition, Navy actions in the 1993 BRAC reduced the pilot resources necessary for this facility's work.

In light of these changes, the Air Force recommends the activity remain at its current location. First, it is largely a civilian operation that is well-suited to remain in a stand-alone configuration. It has operated in that capacity since the closure of the rest of Williams AFB in September 1993. Second, its proximity to Luke AFB provides a ready source of fighter aircraft pilots who can support the research activities as consultants and subjects. Third, the present facilities are consolidated and well-suited to the research activities, including a large secure facility. Finally, the activities are consistent with the community's plans for redevelopment of the Williams AFB property, including a university and research park.

Community Concerns

The Phoenix community expressed strong support to retain the Armstrong Lab's Aircrew Training Research Facility, located on the former Williams AFB, as a stand-alone facility, according to the current DoD recommendation. If this is not possible, the community supported moving the Lab to Luke AFB, just west of Phoenix, where it already conducts part of its mission.

The community has established a strong University consortium, focused on aviation, at the former Williams. The community maintained the Williams-Luke relationship has a long history, and that Williams relies upon fighter pilots from Luke for its simulation studies. The Orlando community expressed support for moving this facility to Orlando, which was the recommendation of the 1991 Commission. It maintained the Lab should be collocated with other Army and Navy flight simulation centers in the Orlando area.

Commission Findings

The Commission reviewed the recommendation of the 1991 Commission, which was to move the Armstrong Laboratory Aircrew Training and Research Facility to Orlando, Florida, and found the justification put forth by the Secretary of Defense to reverse this 1991 decision was sound and cost-effective. The Air Force Base Closure Executive Group estimated the cost to move this facility to Florida would be approximately \$15 million. As a result of a number of changes since the 1991 Commission, there is no longer a ready source of fighter pilots within 250 miles of Orlando. Fighter pilots are essential to the Lab's mission. The Lab maintains a small liaison staff in Orlando that interacts with the Army and Navy facilities there. The Lab also performs cooperative combat simulation studies and research routinely with the Orlando facilities through electronic means. This capability did not exist in 1991, and obviates the need to move the facility to Florida.

The relationship between Williams/Armstrong Laboratory and nearby Luke AFB is an important factor in the Commission decision to retain the facility at its present location. A portion of the Williams facility is located at Luke. The Commission found that an option the Air Force may wish to consider strongly in the future is moving the Williams portion of the facility to Luke AFB. Estimates reveal this could be done for approximately half the cost of moving anywhere but Luke if existing excess space at Luke is renovated. The simulators at Luke are overcrowded, and Luke would benefit from the substantial opportunity for researcher access at a relatively small cost. The

community has a strong re-use plan in effect at the former Williams AFB that includes the Armstrong Lab as a stand-alone facility. However, the Lab is only a small part of a very strong plan, and the Commission found this plan will continue implementation whether the Lab is actually on the Williams property or located at nearby Luke.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: change the recommendation of the 1991 Commission regarding the relocation of Williams Air Force Base's Armstrong Laboratory Aircrew Training Research Facility to Orlando, Florida, as follows: the Armstrong Laboratory Aircrew Training Research Facility at Mesa. Arizona, will remain at its present location as a stand-alone activity.

McClellan Air Force Base, California

Category: Industrial/Technical Support: Depots Mission: Provide depot maintenance and materiel management support to the Air Force One-time Cost: \$409.8 million Savings: 1996-2001: \$45.1 million Annual: \$159.7 million

Return on Investment: 2001 (1 year)

FINAL ACTION: Close

Secretary of Defense Recommendation

None. The Commission added this military installation to the list of bases to be considered by the Commission for closure and realignment as a proposed change to the list of recommendations submitted by the Secretary of Defense.

Community Concerns

Environmental concerns are of paramount importance to the Sacramento Community. The community believes that the environmental condition of McClellan Air Force Base is dire. According to the community, if the installation were to close, the cost to clean up the base would rise significantly, because of the need to accelerate the clean-up schedule. The community believes that sufficient environmental funds would not be made available to meet the accelerated schedule. Further, it would be very difficult to attract new businesses to the base because of liability concerns.

The Community believes the Air Force and the DoD Joint Cross Service Group improperly assessed the functional value of the McClellan depot. The Community calculated the McClellan depot to be the highest functional value DoD depot. In addition, the Community states that the McClellan depot does five times more interservicing than any other DoD depot.

Commission Findings

The Commission found that the significant excess capacity and infrastructure in the Air Force depot system requires closure of McClellan Air Force Base. The Air Force recommendation to downsize all five Air Logistics Center depots through mothballing excess space would reduce the amount of space utilized by the depot, but would not eliminate infrastructure and overhead costs. Downsizing would result in elimination of depot direct labor personnel, but not overhead personnel. The Commission found that closure of McClellan AFB permits significantly improved utilization of the remaining depots and reduces DoD operating costs.

The low military value "tier" assigned by the Air Force was among the factors considered in the determination to close McClellan Air Force base (at the request of the Air Force, the Joint Cross Service Group used the tier system as a proxy for military value). The Air Force tier system uses rankings of I through III with tier III being the lowest rank. McClellan AFB and the depot at the Sacramento ALC received tier III and tier II rankings, respectively. The Commission found that the determination of military value is complex and difficult to translate into easily auditable numbers. The tier is an appropriate description of the collective military judgment of the officials on the Air Force Base Closure Executive Group.

The Commission questioned the community's method for calculating depot military value. The Sacramento community simply summed the values for each of the commodity groupings reported to the DoD Joint Cross Service Group. The commodity groupings describe the types of depot maintenance work performed by the ALC. For example, the Sacramento ALC performs hydraulic, instrument, avionics and ground communication maintenance work. A summation of scores indicates the variety of work performed but does not reflect quality or relative importance of core capabilities.

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The reduced mission needs for McClellan AFB was also a consideration in the determination to close McClellan AFB. In addition, the Commission found the McClellan AFB closure costs to be less than the costs estimated by DoD and the annual savings significantly greater than DoD's estimate. The differences in cost and savings estimates are based on differing closure assumptions of the Air Force and Commission. The Commission assumed that a depot closure and consolidation of work would permit a personnel reduction of 15% of selected ALC personnel and a 50% reduction of management overhead personnel. The Air Force did not reflect any direct labor personnel savings due to a closure and reflected a 20% reduction in overhead personnel. The Commission assumed that closure would occur over a five year period, and the Air Force assumed six years. Another significant factor explaining the difference between savings estimates is that Air Force assumed all personnel savings would occur in the last year of implementation; the Commission assumed that personnel eliminations would be evenly phased over the last four years. The Commission also did not agree with a number of onetime costs that the Air Force considered to be directly related to closure.

The Commission found that McClellan AFB has extensive environmental contamination, but that pursuant to DoD guidance, environmental restoration costs should not be considered in cost of closure. DoD has a legal obligation for environmental restoration regardless of whether a base is closed or remains open. Similarly, the availability of environmental funding is a concern to all bases, whether closing or remaining open, and therefore is not a closure decision factor. The Commission notes the Air Force could lease structures and property while cleanup continues, thereby allowing reuse to begin. The DoD, pursuant to Public Law 102-484 indemnifies future owners and users of DoD property from liability resulting from hazardous substances remaining on the property as a result of DoD activities. Indemnification should help to allay the community's concern about liability.

The Commission found that the DoD should be allowed to retain the Nuclear Radiation Center for dual-use and/or research, or close it as appropriate. The Commission believes closure of McClellan presents an opportunity for cross-servicing and thus, directs the Defense Depot Maintenance Council to determine and direct the appropriate

distribution of the work to other DoD depots or to the private sector. The Commission directs that all McClellan common-use ground communication/ electronics maintenance work, as categorized by the DoD Joint Cross Service Group for Depot Maintenance, be transferred to the Tobyhanna Army Depot, Pennsylvania. The common-use ground communication/electronics workload categories include: radar, radio communications, wire communications, electronic warfare, navigation aids, electro-optic and night vision, satellite control/space sensors, and cryptographic/communications security.

Each of the Air Logistics Centers operated by the Air Force are excellent organizations. The Sacramento community is clearly supportive of the military and McClellan Air Force Base. The decision to close the McClellan Air Force Base is a difficult one; but given the significant amount of excess depot capacity and limited Defense resources, closure is a necessity. The McClellan AFB closure will permit improved utilization of the remaining ALCs and substantially reduce DoD operating costs.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from the force-structure plan and final criteria 1, 4, and 5. Therefore, the Commission recommends the following: close McClellan Air Force Base including the Air Logistics Center. Disestablish the Defense Distribution Depot, Sacramento. Move the common-use ground-communication electronics to Tobyhanna Army Depot, Pennsylvania. Retain the Radiation Center and make it available for dual-use and/or research, or close as appropriate. Consolidate the remaining workloads to other DoD depots or to private sector commercial activities as determined by the Defense Depot Maintenance Council. Move the required equipment and any required personnel to the receiving locations. All other activities and facilities at the base will close. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Moffett Federal Airfield Air Guard Station, California

Category: Air National Guard Mission: Combat Rescue One-time Cost: None Savings: 1996-2001: None Annual: None

Return on Investment: None FINAL ACTION: Remain Open

Secretary of Defense Recommendation

Close Moffett Federal Airfield Air Guard Station. Relocate the 129th Rescue Group and associated aircraft to McClellan AFB, California.

Secretary of Defense Justification

At Moffett Federal Airfield, the 129th Rescue Group (RQG) provides manpower for the airfield's crash, fire and rescue, air traffic control, and security police services, and pays a portion of the total associated costs. The ANG also pays a share of other base operating support costs. These costs to the ANG have risen significantly since NAS Moffett realigned to Moffett Federal Airfield, and can be avoided if the unit is moved to an active duty airfield.

Community Concerns

Community officials are concerned about the future viability of Moffett Federal Airfield, in light of the critical airfield services the 129th Rescue Group provides. Relocation of the unit would force National Aeronautical Space Administration (NASA)-Ames Research Center to replace those services, possibly at a higher cost. These costs would be passed onto NASA-Ames in continuing to operate Moffett Federal Airfield. The community believes higher costs could make it difficult for NASA-Ames to attract and retain tenants at the airfield.

Community officials believe the Air Force's analysis was flawed because the analysis does not consider costs that would be passed on to NASA. They assert that costs and savings should be calculated government-wide and not just DoDwide. Finally, the community asserts that this recommendation should not have been submitted to the Commission for review because, the Guard Station does not meet the 300 civilian threshold required for recommendations to be submitted to the Commission.

Commission Findings

The DoD recommendation on Moffett Federal Airfield AGS directed the unit to relocate to McClellan AFB, California. Because the Commission recommends closure of McClellan AFB, the DoD recommendation can not be implemented. Given the cost associated with relocating the unit to another Air Force base, the Commission found the Guard Station and unit should remain at Moffett Federal Airfield.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criterion 2. Therefore, the Commission recommends the following: Moffett Federal Airfield Air Guard Station will remain open. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

North Highlands Air Guard Station, California

Category: Air National Guard Mission: Combat Communications

One-time Cost: None Savings: 1996-2001: None Annual: None

Return on Investment: None FINAL ACTION: Remain Open

Secretary of Defense Recommendation

Close North Highlands Air Guard Station (AGS) and relocate the 162nd Combat Communications Group (CCG) and the 149th Combat Communications Squadron (CCS) to McClellan AFB, California.

Secretary of Defense Justification

Relocation of the 162nd CCG and 149th CCS onto McClellan AFB will provide a more cost-effective basing arrangement than presently exists by avoiding some of the costs associated with maintaining the installation. Because of the very short distance from the unit's present location in North Highlands to McClellan AFB, most of the personnel will remain with the unit.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The DoD recommendation on North Highlands AGS directed the unit to relocate to McClellan AFB, California. Because the Commission recommends closure of McClellan AFB, the DoD recommendation can not be implemented. Given the cost associated with relocating the unit to another Air Force base, the Commission found the Guard Station and unit should remain at North Highlands.

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Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criterion 2. Therefore, the Commission recommends the following: North Highlands Air Guard Station will remain open. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Onizuka Air Station, California

Category: Space

Mission: Satellite Control One-time Cost: \$121.3 million

Savings: 1996-2001: -\$78.7 million (Cost)

Annual: \$16.1 million

Return on Investment: 2007 (7 years)

FINAL ACTION: Realign

Secretary of Defense Recommendation

Realign Onizuka AS. The 750th Space Group will inactivate and its functions will relocate to Falcon AFB, Colorado. Detachment 2, Space and Missile Systems Center (AFMC) will relocate to Falcon AFB, Colorado. Some tenants will remain in existing facilities. All activities and facilities associated with the 750th Space Group including family housing and the clinic will close.

Secretary of Defense Justification

The Air Force has one more satellite control installation than is needed to support projected future Air Force satellite control requirements consistent with the Department of Defense (DoD) Force Structure Plan. When all eight criteria are applied to the bases in the Satellite Control subcategory, Onizuka AS ranked lower than the other base in the subcategory. Among other factors, Falcon AFB has superior protection against current and future electronic encroachment, reduced risks associated with security and mission-disrupting contingencies, and significantly higher closure costs.

Community Concerns

The community expressed concerns about the national security implications of closure. In addition, the community is concerned that operational requirements of satellite control redundancy (dual node versus single node capability) would be jeopardized. They note the mission objective requires robust, flexible, responsible, and enduring satellite control capability. Back-up resources are required to eliminate single failure points and

provide continuous, uninterrupted control capability in the event of war, natural disaster, or sabotage. In addition, a U.S. Air Force Space Command Backup Satellite Control policy directive dated January 30, 1995, requires geographically separated back-up satellite control capability. The community argues that the Air Force needs both Onizuka Air Station (AS) and Falcon Air Force Base (AFB) satellite control nodes.

Community representatives believe the Air Force was not forthcoming regarding the existence of a "Single-Node Operations Study" and its cost estimates. The community argues the Air Force misled the Commission in its answers to questions about this study. The community suggests the Air Force had planned to close Onizuka since 1994. They also conclude that all costs associated with moving Detachment 2 and the classified tenants properly belong in the cost calculations of DoD's recommendation. They argue the total one-time costs to close Onizuka AS are \$699 million (versus DoD's estimate of \$291.3 million) and the return on investment is 27.1 years (versus DoD's calculation of 7 years). Finally, community representatives believe some portion of the costs for a communications switching system upgrade should be included in DoD's recommendation.

The community also questions the Air Force's military value analysis. They argue the analysis is unauditable, the Air Force relied on "military judgment," and the approach was undocumented. Community representatives believe the Air Force's analysis is flawed because the Air Force violated its guidance and the decision-making process was subjective. They note the General Accounting Office supports the conclusion that the Onizuka AS rating was arbitrary. The community also suggests Air Force savings were shifted as costs to other federal agencies. Also, one-time closure costs may be overstated at Falcon AFB and understated at Onizuka AS. Finally, the community notes Onizuka AS was penalized for air quality restrictions, although there is no operational impact on satellite control.

The community presented an alternative proposal to realign Onizuka AS to Moffett Federal Airfield. This proposal would provide commercial utilization of available capacity at Onizuka AS and maintain the integrity of Moffett Federal Airfield. They argue realignment of Onizuka AS would jeopardize the whole concept of a federal airfield. Closure of family housing units; the medical clinic;

Morale, Welfare, and Recreation program facilities; and the Navy Exchange, which is sponsored by Onizuka AS, would have a detrimental impact on Moffett Federal Airfield's ability to provide services to remaining DoD personnel. It also would result in the loss of a significant airfield user, increased costs to remaining resident agencies, and diminished attractiveness to federal agencies.

Commission Findings

The Commission found backup capability and redundancy for controlling individual satellites will not be lost with this realignment. The Commission found that, although the United States currently has a requirement for satellite control redundancy and the U.S. Air Force Space Command Backup Satellite Control policy directive requires geographical separation for backup control capabilities and communications, two fully operational satellite control nodes are no longer required. Back-up capability currently can be provided through payload command and control, mission processing facilities, remote satellite tracking stations, mobile assets, and/or the use of the Onizuka AS assets as required. The Commission also found the recommendation to realign Onizuka AS will not increase risk associated with satellite control or reduce redundancy. Future developments will make geographical separation unnecessary. Therefore, the Commission found that the U.S. Air Force has one more satellite control installation than it needs to support future Air Force satellite control requirements. In addition, the Commission found while the Air Force would like to close Onizuka AS at some point in the future, it must keep it open to support classified tenants whose missions will not phase out or move until after the BRAC 1995 timeframe (after 2001). Thus, DoD's recommendation is for realignment and not closure.

The Commission found the "Single-Node Operations Study" was not part of the BRAC 1995 analysis because it was conducted before the BRAC 1995 process and its assumptions were fundamentally different from DoD's recommendation. Detachment 2 consists of two components, only one of which belongs in the closure cost calculations. The Commission included the cost of realigning the engineering component in its analysis. Under the realignment, only one classified mission is required to relocate. The other classified missions will remain at Onizuka AS until they complete their missions. The cost to realign the one classi-

fied mission is \$80.2 million and is included in the total \$121.3 million realignment costs. The Commission found the recommendation for realignment is not connected to on-going multi-year research and development efforts to upgrade the Air Force Satellite Control Network. These upgrades are not the result of the Onizuka AS realignment and are required with or without the realignment.

The Commission found air quality does not have a significant impact on current operations, but is a major factor affecting realignments and the transfer of additional functions and personnel into the area. The Commission also found realignment to Moffett Federal Airfield is not a viable alternative.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: realign Onizuka Air Station. The 750th Space Group will inactivate and its functions will relocate to Falcon AFB, Colorado. Detachment 2, Space and Missile Systems Center (AFMC) will relocate to Falcon, AFB, Colorado. Some tenants will remain in existing facilities. All activities and facilities associated with the 750th Space Group including family housing and the clinic will close.

Ontario International Airport Air Guard Station, California

Category: Air National Guard

Mission: Combat Communications and Weather

One-time Cost: \$0.9 million

Savings: 1996-2001: -\$0.4 million (Cost)

Annual: \$0.1 million

Return on Investment: 2006 (9 years)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Ontario International Airport Air Guard Station (AGS) and relocate the 148th Combat Communications Squadron (CCS) and the 210th Weather Flight to March ARB, California.

Secretary of Defense Justification

Relocation of the 148th CCS and the 210th Weather Flight onto March ARB will provide a more cost-effective basing arrangement by avoiding some of the costs associated with maintaining the installation. Because of the short distance from

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the unit's present location on Ontario International Airport AGS, most of the personnel will remain with the unit.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found no reason to disagree with the recommendation of the Secretary of Defense.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: close Ontario International Airport Air Guard Station (AGS) and relocate the 148th Combat Communications Squadron (CCS) and the 210th Weather Flight to March ARB, California.

Lowry Air Force Base, Colorado

Category: Air Force Installation Mission: Space Systems Support One-time Cost: \$2.4 million Savings: 1996-2001: \$10.2 million

Annual: \$3.0 million

Return on Investment: 1998 (1 year)

FINAL ACTION: Redirect

Secretary of Defense Recommendation

Change the recommendation of the 1991 Commission regarding the cantonment of the 1001st Space Support Squadron at the Lowry Support Center as follows: Inactivate the 1001st Space Systems Squadron, now designated Detachment 1, Space Systems Support Group (SSSG). Some Detachment 1 personnel and equipment will relocate to Peterson AFB, Colorado, under the Space Systems Support Group while the remainder of the positions will be eliminated.

Secretary of Defense Justification

The 1991 Commission recommended that the 1001st Space Systems Squadron, now designated Detachment 1, SSSG, be retained in a cantonment area at the Lowry Support Center. Air Force Materiel Command is consolidating space and warning systems software support at the SSSG at Peterson AFB. The inactivation of Detachment 1, SSSG, and movement of its functions will further consolidate

software support at Peterson AFB, and result in the elimination of some personnel positions and cost savings.

Community Concerns

The community supports the inactivation of Detachment 1, Space Systems Support Group, and the closure of all related building structures. It also supports acceleration of the closure process. The community opposes Air Force retention of the hangar for contingency use by the 2nd Space Warning Squadron, a continental United States Defense Support Program (space early warning) ground site located at Buckley Air National Guard (ANG) Base, Colorado.

Detachment 1 plans to upgrade the cooling capacity for its computers. The Lowry Redevelopment Authority requests that the Air Force follow its standard policies concerning real and personal property when eventually transferring the equipment to Buckley ANG Base.

Commission Findings

The Commission found DoD's intent to inactivate Detachment 1 was supportable but the recommendation failed to include closure of all related facilities at the former Lowry AFB. The Air Force subsequently informed the Commission it wants to close all related facilities. The community supports the inactivation of Detachment 1 and the closure of all related building structures. The Commission found the Air Force policy to avoid retention of "islands of operations" within closed bases, where alternatives already exist (for example, at nearby Buckley ANG Base), is justified.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criterion 2. Therefore, the Commission recommends the following: change the recommendation of the 1991 Commission regarding the cantonment of the 1001st Space Support Squadron at the Lowry Support Center as follows: inactivate the 1001st Space Systems Squadron, now designated Detachment 1, Space Systems Support Group (SSSG) and close all related facilities. Some Detachment 1 personnel and equipment will relocate to Peterson AFB, Colorado, under the Space Systems Support Group while the remainder of the positions will be eliminated. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Eglin Air Force Base, Florida

Category: Industrial/Technical Support:

Test and Evaluation

Mission: Electronic combat test and evaluation

One-time Cost: \$6.1 million Savings: 1996-2001: \$6.3 million Annual: \$ 3.7 million

Return on Investment: 2000 (2 Years)

FINAL ACTION: Realign

Secretary of Defense Recommendation

Realign Eglin AFB, Florida. The Electromagnetic Test Environment (EMTE), consisting of eight Electronic Combat (EC) threat simulator systems and two EC pod systems will relocate to the Nellis AFB Complex, Nevada. Those emitter-only systems at the Air Force Development Test Center (AFDTC) at Eglin AFB necessary to support Air Force Special Operations Command (AFSOC), the USAF Air Warfare Center, and Air Force Materiel Command Armaments/Weapons Test and Evaluation activities will be retained. All other activities and facilities associated with Eglin will remain open.

Secretary of Defense Justification

Air Force EC open air range workload requirements can be satisfied by one range. Available capacity exists at the Nellis AFB Complex to absorb EMTE's projected EC workload. To ensure the Air Force retains the capability to effectively test and realistically train in the Armaments/Weapons functional category, necessary emitter-only threat systems will remain at Eglin AFB. This action is consistent with Air Force and DoD efforts to consolidate workload where possible to achieve cost and mission efficiencies.

Community Concerns

The Eglin community has raised the following concerns over the movement of electronic combat threat simulators and pod systems from Eglin to Nellis Air Force Base: (1) congressional committee direction requiring DoD to submit a master plan to Congress before changing the electronic combat infrastructure has been circumvented by Air Force, (2) despite being given the highest rating of all electronic combat test ranges by a joint service panel, Air Force chose to dismantle Eglin and discontinue its role as a leader in electronic combat, and (3) the Air Force's one-time cost to move the electronic combat equipment is significantly understated.

Commission Findings

The Commission staff's predominant analysis was performed on a 17 threat simulator-2 pod system scenario while the motion, based on the DoD recommendation, was for 8 simulators and 2 pods. The Commission found an additional \$9.6 million in military construction costs and an additional annual cost of \$7.4 million would never net a return on investment for the 17 threat simulator-2 pod scenario.

In making its final decision, however, the Commission accepted the DoD recommendation for moving 8 simulators and 2 pod systems, to centralize activities at the Western Test Complex.

Development of an electronic combat master plan is expected to result in cost effective changes to DoD's test and evaluation infrastructure. However, the Commission found that DoD has not yet completed the master plan for consolidation of electronic combat assets DoD-wide. The Commission recognizes the high military value of the Electro-Magnetic Test Environment at Eglin Air Force Base. It was rated as a superior electronic combat test and evaluation facility by the independent Board of Directors which is comprised of the Services' Vice Chiefs of Staff. The Commission found that the Electronic Combat Master Plan should be used to establish the infrastructure for optimum asset utilization.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: realign Eglin Air Force Base, Florida. The Electromagnetic Test Environment (EMTE), consisting of eight Electronic Combat (EC) threat simulator systems and two EC pod systems will relocate to the Nellis AFB Complex, Nevada. Those emitter-only systems at the Air Force Development Test Center (AFDTC) at Eglin AFB necessary to support Air Force Special Operations Command (AFSOC), the USAF Air Warfare Center, and Air Force Materiel Command Armaments/Weapons Test and Evaluation activities will be retained. All other activities and facilities associated with Eglin will remain open.

Homestead Air Force Base, Florida 301st Rescue Squadron (AFRES)

Category: Air Force Reserve

Mission: Air Force Reserve Rescue Squadron

One-time Cost: \$6.6 million

Savings: 1996-2001: \$-0.5 million (Cost)

Annual: \$1.5 million

Return on Investment: 2002 (5 Years)

FINAL ACTION: Redirect

Secretary of Defense Recommendation

Change the recommendation of the 1993 Commission regarding Homestead AFB as follows: Redirect the 301st Rescue Squadron (AFRES) with its associated aircraft to relocate to Patrick AFB, Florida.

Secretary of Defense Justification

The 301st Rescue Squadron (RQS) is temporarily located at Patrick AFB, pending reconstruction of its facilities at Homestead AFB which were destroyed by Hurricane Andrew. As part of the initiative to have reserve forces assume a greater role in DoD peacetime missions, the 301st RQS has assumed primary responsibility for Space Shuttle support and range clearing operations at Patrick AFB. This reduces mission load on the active duty force structure. Although the 301st ROS could perform this duty from the Homestead Air Reserve Station, doing so would require expensive temporary duty arrangements, extensive scheduling difficulties, and the dislocation of the unit's mission from its beddown site. The redirect will enable the Air Force to perform this mission more efficiently and at less cost, with less disruption to the unit and mission.

Community Concerns

Homestead: The Homestead community is in the process of converting the base to a municipal airport. The 301st Rescue Squadron (RQS) and the 482nd Fighter Wing (FW) would be anchor tenants. The community believes south Florida is an attractive location from which to recruit for the Reserves, and that most reservists in the 301st still live in south Florida—anticipating the return of the unit to Homestead, as recommended by the 1993 Commission. The community contends the Air Force Reserve has set-up the 301st for a redirect to Patrick by taking several deliberate actions, e.g., focusing all recruiting since Hurricane Andrew in central Florida, delaying the construction of the unit's facilities at Homestead until 1996, and taking on the Space Shuttle support mission as the unit's primary peacetime function. In addition, the Homestead community believes the loss of the 301st might lead to the closure of the base. Such an occurrence would have a much greater economic impact on the small Homestead community than that shown for the entire Dade County Primary Metropolitan Statistical Area (PMSA). The redirect would result in the loss of hundreds of returning full-time Air Reserve Technicians (ARTs) now, and the loss of part-time reservists who would relocate to Patrick in the future. The community asserts the base has a high military value, having frequently served as the key military facility in support of operations in the Caribbean and Latin America, a major responsibility of the 301st ROS. Homestead is an excellent site for peacetime readiness training and rescue support of the collocated F-16 unit. In addition, the facilities at Homestead are being rebuilt at no cost to the Air Force by a Fiscal Year 1992 Hurricane Andrew Supplemental Appropriation. The community believes some savings can be achieved if the 301st RQS is collocated with the 482nd FW at Homestead because the Air Force could eliminate 20 support personnel positions.

Patrick: The Patrick community argues that it is an excellent area from which to recruit for the Air Force Reserve. Since the evacuation from Homestead following Hurricane Andrew in August, 1992, most 301st RQS personnel and their families now live in the Patrick community. The community believes most unit members do not want to move again. In addition, Patrick is a safe, low-cost, area. They also contend that although the mission of the 301st RQS is Combat Rescue, its primary peacetime function is NASA Space Shuttle and spacecraft launch support. They believe Patrick is an ideal location to perform this mission. The Air Force will save \$1 million per year in travel costs if the 301st is at Patrick instead of Homestead. The community argues that at least \$7 million additional funding would be required at Homestead for military construction, in addition to the funds provided in the Fiscal Year 1992 Hurricane Andrew Supplemental Appropriation, to move the unit back to Homestead. Finally, the community points out the central Florida area has never suffered serious hurricane problems—one reason for the siting of the Kennedy Space Center there-whereas South Florida is prone to hurricanes.

Commission Findings

The Commission found the demographics of the central Florida location of Patrick AFB sufficient to support the recruiting requirements of the 301st Rescue Squadron (AFRES). The Commission found

Homestead ARB should remain an open installation, given the presence of the 482nd Fighter Wing (AFRES), a Florida Air National Guard detachment, and other Federal agency tenants. Although the unit's support to the NASA space program is important, the primary mission of the 301st remains combat rescue. The Avon Park Gunnery Range, located in close proximity of Patrick AFB, supports unit readiness training for the primary mission. The Commission found the Reserves are well suited to the NASA Shuttle Support mission because it allows unit personnel to meet their duty requirements and not disrupt their regular civilian employment. The Commission found retention of the unit at Patrick allows the active duty unit to focus exclusively on its Combat Rescue mission. Although there is no military construction cost avoidance as a result of this recommendation, the Commission found the \$1 million annual travel cost needed to support the NASA mission from Homestead make this redirect cost effective.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: change the recommendation of the 1993 Commission regarding Homestead Air Force Base as follows: redirect the 301st Rescue Squadron (AFRES) with its associated aircraft to relocate to Patrick AFB, Florida.

Homestead Air Force Base, Florida 726th Air Control Squadron

Category: Air Force Reserve Mission: Active Component Air Surveillance, Command, and Control One-time Cost: \$7.9 million Savings: 1996-2001: \$1.8 million Annual: \$0.2 million Return on Investment: 1996 (Immediate)

FINAL ACTION: Redirect

Secretary of Defense Recommendation

Change the recommendation of the 1993 Commission regarding the relocation of the 726th Air Control Squadron (ACS) from Homestead AFB to Shaw AFB, South Carolina, as follows: Redirect the 726th ACS to Mountain Home AFB. Idaho.

Secretary of Defense Justification

The 726th ACS was permanently assigned to Homestead AFB. In the aftermath of Hurricane Andrew, the 726th ACS was temporarily moved to Shaw AFB, as the first available site for that unit. In March 1993, the Secretary of Defense recommended the closure of Homestead AFB and the permanent beddown of the 726th ACS at Shaw AFB. Since the 1993 Commission agreed with that recommendation, experience has shown that Shaw AFB does not provide adequate radar coverage of training airspace needed to support the training mission and sustained combat readiness.

Community Concerns

The Shaw community argues the 726th Air Control Squadron (ACS) can adequately perform readiness training at Shaw AFB. Moreover, with the recent cancellation of the Idaho Range project, the rationale for moving the squadron has been eliminated. The community asserts the Air Force is considering options to correct the training deficiencies at Shaw. This would include radar and communications links with 726th remote and FAA facilities to provide improved radar and radio coverage of the surrounding training airspace. The airspace is frequently used by both local and transient units and provides 726th personnel ample training opportunities. In addition, Shaw is optimally positioned for world-wide deployments to the Persian Gulf and Europe via lift resources in Charleston. The community also argues that although the Air Force plans to shrink the unit from squadron to element-size, the COBRA military construction costs at Shaw assume a squadron-sized facility. In contrast, the military construction costs at Mountain Home AFB assume an element-size facility. As a result, the community believes the \$3.5 million construction cost avoidance at Shaw is not real. Keeping the unit at Shaw would save \$1 million in moving expenses and \$1.4 million in one-time unique costs at Mountain Home. The community believes remaining at Shaw saves the Air Force \$2.4 million in up-front-costs, minimizes the benefits of the recurring savings, and avoids any impact on training and readiness. The Shaw community points out there will be a sizable economic impact to the Sumter area with the transfer of the 726th from Shaw.

Commission Findings

The Commission found combat readiness training for the personnel assigned to the 726th Air Con-

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trol Squadron is deficient at Shaw Air Force Base, South Carolina. Shaw is far from training airspace, thus is unable to provide suitable radar coverage. In addition, the Commission found Shaw does not offer enough of the needed types of training flights. The training options suggested by the community are unsatisfactory substitutes for putting the unit where there is adequate radar coverage, suitable airspace, and frequent training opportunities. Mountain Home Air Fore Base, Idaho, offers all of these features. The recent decision to cancel the Idaho Range complex has no bearing on airspace. It pertains solely to the delivery of ordnance from fighter aircraft onto a surface range, and has no effect on the overlying airspace. Simulated ordnance delivery in the existing airspace will still occur offering the 726th ACS abundant training opportunities. Deployment requirements for the 726th ACS are distinct from the other units at Shaw. With both European and Asia-Pacific taskings, the unit's deployment capability is not impacted by its Mountain Home location. The unit is downsizing, so military construction costs at Mountain Home are similar to Shaw. The Commission found the cost to move the unit is justified because of the increase in training opportunities.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: change the recommendation of the 1993 Commission regarding the relocation of the 726th Air Control Squadron (ACS) from Homestead Air Force Base to Shaw AFB, South Carolina, as follows: redirect the 726th ACS to Mountain Home AFB, Idaho.

MacDill Air Force Base, Florida

Category: Administrative
Mission: Support Unified Commands,
U.S. Southern Command and U.S.
Central Command
One-Time Cost: None*
Savings: 1996-2001: None*
Annual: None*
Return on Investment: None*
FINAL ACTION: Redirect

* Cost and savings for this recommendation are included in the Malmstrom Air Force Base, Montana recommendation.

Secretary of Defense Recommendation

Change the recommendations of the 1991 and 1993 Commissions regarding the closure and transfer of the MacDill AFB airfield to the Department of Commerce (DOC) as follows: Redirect the retention of the MacDill airfield as part of MacDill AFB. The Air Force will continue to operate the runway and its associated activities. DOC will remain as a tenant.

Secretary of Defense Justification

Since the 1993 Commission, the Deputy Secretary of Defense and the Chairman of the Joint Chiefs of Staff have validated airfield requirements of the two Unified Commands at MacDill AFB and the Air Force has the responsibility to support those requirements. Studies indicate that Tampa International Airport cannot support the Unified Commands' airfield needs. These validated DoD requirements will constitute approximately 95 percent of the planned airfield operations and associated costs. Given the requirement to support the vast majority of airfield operations, it is more efficient for the Air Force to operate the airfield from the existing active duty support base. Additional cost savings will be achieved when the KC-135 aircraft and associated personnel are relocated from Malmstrom AFB in an associated action.

Community Concerns

The community fully supports the retention of the airfield at MacDill Air Force Base as an active Air Force installation to satisfy the airfield requirements for the United States Central Command and the United States Southern Command. In addition, the community supports the transfer of 12 KC-135 tanker aircraft from Malmstrom AFB, Montana to MacDill. Further, the community notes MacDill has the capacity to accommodate more aircraft and supports the assignment of additional resources to MacDill AFB.

Commission Findings

The Commission found there is Deputy Secretary of Defense direction and Joint Chiefs of Staff (JCS) support for of an operational airfield at MacDill Air Force Base. In addition, the Commission found it is the responsibility of the Air Force to provide operational airfield support to the joint commands located at MacDill AFB. The JCS completed an operational assessment of MacDill support requirements for the deployment of USCENTCOM and USSOCOM elements and the Joint Communica-

tions Support Element, which were validated by the Chairman of the JCS and Deputy Secretary of Defense. Studies indicated these deployment requirements could not be supported by Tampa International Airport. In addition, an economic analysis performed by the Air Force determined airfield operating costs would be \$9-\$10 million annually whether the Department of Commerce or the Department of the Air Force operated the airfield. The Commission agrees with the Air Force's position that it would be more efficient for them to continue to operate the airfield in view of the validated requirements and similar costs to the Air Force whether as a tenant or host of the installation.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: change the recommendation of the 1991 and 1993 Commissions regarding the closure and transfer of MacDill Air Force Base airfield to the Department of Commerce (DOC) as follows: redirect the retention of the MacDill airfield as part of MacDill AFB. The Air Force will continue to operate the runway and its associated activities. DOC will remain as a tenant.

Chicago O'Hare IAP Air Reserve Station, Illinois

Category: Air Force Reserve Mission: Tactical Airlift One-time Cost: \$24.1 million Savings: 1996-2001: \$53.7 million Annual: \$17.3 million

Return on Investment: 1998 (1 year)

FINAL ACTION: Close

Secretary of Defense Recommendation

None. The Commission added this military installation to the list of bases to be considered by the Commission for closure and realignment as a proposed change to the list of recommendations submitted by the Secretary of Defense.

Community Concerns

The community position is not unanimous. The Suburban O'Hare Council, Air Force Community Council, and Armed Forces Council support retention of the Air Force Reserve installation and all reserve forces units at O'Hare International Air-

port. The City of Chicago desires to acquire the Air Force property for additional development. The local community support groups argue the City of Chicago has no funding identified to pay for the proposed relocation of all units at the Reserve Air Station as directed by the 1993 Commission and, thus, the reserve units should remain at the O'Hare location. Conversely, the City of Chicago maintains they are progressing with plans to finance relocation of the Air Reserve Component units from O'Hare pursuant to the 1993 Commission recommendations under the 1993 recommendation. The City has until July 1, 1995, to develop a financial plan to pay for the relocation and replacement of facilities of the Air Force and Army Reserve activities and Air National Guard units at a site acceptable to the Secretary of the Air Force.

Commission Findings

The Commission found the costs to operate O'Hare International Airport (IAP) Air Reserve Station (ARS) and two other Air Force Reserve C-130 locations, used by the Air Force were inaccurate. Using corrected costs, the Commission found the Air Force operating costs at O'Hare were understated in this case. The Commission found closure of O'Hare IAP ARS and deactivation of the 928th Airlift Wing produced the highest savings of any base in this category. In addition, the Commission noted the City of Chicago would like to acquire the Air Reserve Station property for revenue producing development as outlined in the Commission's 1993 recommendation. Before the Reserve Station can close, however, the City must fund relocation of the Air Force Reserve and Air National Guard units from O'Hare to another site acceptable to the Air Force and relocation of the Army Reserve units to a site acceptable to the Secretary of the Army.

The Commission noted the Secretary of the Air Force supports the deactivation of the 928th Airlift Wing as a substitute for the Department of Defense recommendation, and to alleviate the expense to the City of Chicago in their compliance with the 1993 recommendation. The Air Force also supports relocation of the 126th Air Refueling Wing (ANG) to Scott Air Force Base, Illinois, and the remaining Air National Guard units to other locations within the State. The Commission found it necessary to close one C-130 Reserve Station. O'Hare provides the opportunity to support the Department of Defense efforts to

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reduce infrastructure and the City of Chicago's desire to acquire O'Hare IAP ARS property for revenue producing development.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 1, 4, and 5. Therefore, the Commission recommends the following: modify the closure of O'Hare IAP Air Reserve Station as recommended by the 1993 Defense Base Closure and Realignment Commission by deactivating the 928th Airlift Wing (AFRES), rather than relocating the unit, and distribute its C-130 aircraft to Air Force Reserve C-130 units at Dobbins ARB, Georgia and Peterson AFB, Colorado, or as appropriate. Close O'Hare IAP Air Reserve Station as proposed by the City of Chicago; relocate the 126th Air Refueling Wing (ANG) to Scott AFB, Illinois, and relocate the remaining assigned Air National Guard units to locations acceptable to the Secretary of the Air Force provided the City of Chicago can demonstrate that it has financing in place to cover the full cost of replacing facilities (except for FAA grants for airport planning and development that would otherwise be eligible for Federal financial assistance to serve the needs of civil aviation at the receiving location), environmental impact analyses, moving, and any added costs of environmental cleanup resulting from higher standards or a faster schedule than DoD would be obliged to meet if the base did not close, without any cost whatsoever to the Federal government. If the City of Chicago agrees to fund the full cost of relocating the Army Reserve activity, such activity shall also be relocated to a mutually acceptable site; otherwise it shall remain. Extend the commencement of the closure from the recommendation of the 1993 Commission to July, 1996 with a completion date no later than July, 1999. If these conditions are not met, the 126th Air Refueling Wing (ANG) and other assigned units will remain at O'Hare International Airport. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Malmstrom Air Force Base, Montana

Category: Large Aircraft (Missile)

Mission: Intercontinental Ballistic Missiles

One-time Cost: \$26.5 million

Savings: 1996-2001: -\$2.4 million (Cost)

Annual: \$4.2 million

Return on Investment: 2002 (5 Years)

FINAL ACTION: Realign

Secretary of Defense Recommendation

Realign Malmstrom AFB. The 43rd Air Refueling Group and its KC-135 aircraft will relocate to MacDill AFB, Florida. All fixed-wing aircraft flying operations at Malmstrom AFB will cease and the airfield will be closed. A small airfield operational area will continue to be available to support the helicopter operations of the 40th Rescue Flight which will remain to support missile wing operations. All base activities and facilities associated with the 341st Missile Wing will remain.

Secretary of Defense Justification

Although the missile field at Malmstrom AFB ranked very high, its airfield resources can efficiently support only a small number of tanker aircraft. Its ability to support other large aircraft missions (bomber and airlift) is limited and closure of the airfield will generate substantial savings.

During the 1995 process, the Air Force analysis highlighted a shortage of refueling aircraft in the southeastern United States. The OSD direction to support the Unified Commands located at MacDill AFB creates an opportunity to relocate a tanker unit from the greater tanker resources of the northwestern United States to the southeast. Movement of the refueling unit from Malmstrom AFB to MacDill AFB will also maximize the cost-effectiveness of that airfield.

Community Concerns

The community argued the excess capacity and modern award winning facilities at Malmstrom Air Force Base can accommodate two more squadrons of KC-135 tankers. The community believes the Air Force should close Grand Forks AFB, North Dakota, and realign two of the tanker squadrons to Malmstrom AFB. This realignment would accomplish full closure of an Air Force base, assuming the Grand Forks missile field is closed as recommended by DoD, and would improve the tanker shortage in the southeastern United States. The community also argued the aircraft maximum take-off gross weight limitations impact a small percentage of the missions performed from Malmstrom AFB. The community argued that because the Malmstrom missile field is the largest missile field, it must be maintained to meet Commanderin-Chief Strategic Command requirements for a 500 Minuteman III missile force-structure.

Commission Findings

With 70 tankers based at Fairchild Air Force Base, Washington, the Commission found a saturation of KC-135 tanker support in the northwest continental United States. Also, the Commission found basing tankers at Malmstrom exacerbated the tanker saturation problem. On the other hand, the Commission found a shortfall in tanker capability in the southeastern United States. The Commission also took into consideration recent Secretary of Defense direction to the Air Force to continue to support joint command airlift deployment flying requirements at MacDill Air Force Base, Florida. The Commission was concerned about operating limitations for the aircraft based at Malmstrom which could adversely impact on operational mission requirements. Aircraft at Malmstrom are unable to take-off fully loaded because of the 3,500 foot field elevation and 11,000 foot runway length. This limitation reduces tanker range and the amount of fuel available for receiver aircraft.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: realign Malmstrom Air Force Base. The 43rd Air Refueling Group and its KC-135 aircraft will relocate to MacDill AFB, Florida. All fixed-wing aircraft flying operations at Malmstrom AFB will cease and the airfield will be closed. A small airfield operational area will continue to be available to support the helicopter operations of the 40th Rescue Flight which will remain to support missile wing operations. All base activities and facilities associated with the 341st Missile Wing will remain.

Kirtland Air Force Base, New Mexico

Category: Industrial/Technical Support:

Product Center Mission: Laboratory One-time Cost: None Savings: 1996-2001: None Annual: None

Return on Investment: None FINAL ACTION: Remain Open

Secretary of Defense Recommendation

Realign Kirtland AFB. The 58th Special Operations Wing will relocate to Holloman AFB, New Mexico. The AF Operational Test and Evaluation Center (AFOTEC) will relocate to Eglin AFB, Florida. The AF Office of Security Police (AFOSP) will relocate to Lackland AFB. Texas. The AF Inspection Agency and the AF Safety Agency will relocate to Kelly AFB, Texas. The Defense Nuclear Agency (DNA) will relocate to Kelly AFB, Texas (Field Command) and Nellis AFB, Nevada (High Explosive Testing). Some DNA personnel (Radiation Simulator operations) will remain in place. The Phillips Laboratory and the 898th Munitions Squadron will remain in cantonment. The AFRES and ANG activities will remain in existing facilities. The 377th ABW inactivates and all other activities and facilities at Kirtland AFB, including family housing will close. Air Force medical activities located in the Veterans Administration Hospital will terminate.

Secretary of Defense Justification

As an installation, Kirtland AFB rated low relative to other bases in the Laboratory and Product Center subcategory when all eight selection criteria were considered. The Laboratory Joint Cross-Service Group, however, gave the Phillips Laboratory operation a high functional value. This realignment will close most of the base, but retain the Phillips Laboratory, which has a high functional value and the 898th Munitions Squadron, which is not practical to relocate. Both of these activities are capable of operating with minimal military support. Also, the Sandia National Laboratory can be cantoned in its present location. This approach reduces infrastructure and produces significant annual savings, while maintaining those activities essential to the Air Force and the Department of Defense.

Community Concerns

The community argued the cost to close Kirtland Air Force Base would be much higher than the DoD estimate. The community's estimate to realign Kirtland Air Force Base is \$526 million, whereas the DoD's initial estimate to realign Kirtland Air Force Base was \$275 million. The community also states the annual recurring savings that DoD projected of \$62 million a year would actually be a cost to the United States government of \$13 million a year. The community comments that DoD used only costs associated with DoD organizations, and that all costs to United States government organizations, such as the Department of Energy (DOE), should be considered. The community says that the realignment of Kirtland Air

Force Base would have a negative impact on nuclear surety, and the cohesion between Defense Nuclear Agency (DNA) and DOE organizations located on Kirtland Air Force Base. The community notes that the 58th Special Operations Wing training would be disrupted for a period of six to 12 months. The community believes Kirtland Air Force Base was evaluated unfairly for air quality, and asserted that "thousands" could move to Kirtland Air Force Base without detrimental effects on local air quality. After the proposed realignment, the community would have access to only 5% percent of the installation because the remainder of the installation would be cantoned to support the missions remaining behind. Finally, the community notes that during previous base closure rounds the Air Force insisted that Kirtland was "essential in supporting several irreplaceable research and testing facilities essential to DoD, DOE, and other government agencies."

Commission Findings

The Commission found the DoD recommendation to realign Kirtland Air Force Base would be very expensive to enact and the savings anticipated from the realignment would not be realized. The DoD originally estimated the one-time cost to realign Kirtland Air Force Base would be \$275 million, and the annual recurring savings would be \$62 million. After completing site surveys, the Air Force revised the estimate to realign Kirtland Air Force Base to \$538 million, and the annual recurring savings to \$33 million. Over and above these costs, the DOE presented information to the Commission that DOE would incur a one-time cost of \$64 million, and an annual recurring cost of \$32 million if the Secretary's recommendation was adopted. When the Commission reviewed the total costs to the National Defense Budget, it found the one-time cost to enact this proposal to be \$602 million with an annual recurring savings of \$2 million. The Commission also found the realignment would have a detrimental effect on the mission of DNA. The recommendation would relocate most of the DNA personnel assigned on Kirtland Air Force Base to Kelly Air Force Base while leaving a number of DNA facilities at Kirtland Air Force Base. Also, because DNA's mission is intrinsically tied to DOE, if this recommendation was enacted, key synergism between DNA and DOE would be lost. The Commission also found keeping Kirtland Air Force Base open results in better security for the Kirtland Underground Munitions Storage Complex. Finally, in a

June 9, 1995, letter to the Commission, the Secretary of Defense stated, "After reviewing the results of the site survey, it is my judgment that the recommendation for the realignment of Kirtland AFB no longer represents a financially or operationally sound scenario."

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from the force-structure plan and final criteria 4 and 5. Therefore, the Commission recommends the following: Kirtland Air Force Base will remain open. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Griffiss Air Force Base, New York 485th Engineering Installation Group

Category: Air Force Installation

Mission: N/A

One-time Cost: \$1.9 million

Savings: 1996-2001: \$25.4 million

Annual: \$2.9 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Redirect

Secretary of Defense Recommendation

Change the recommendation of the 1993 Commission regarding the transfer of the 485th Engineering Installation Group (EIG) from Griffiss AFB, New York, to Hill AFB, Utah, as follows: Inactivate the 485th EIG. Transfer its engineering functions to the 38th EIG at Tinker AFB, Oklahoma. Transfer its installation function to the 838th Electronic Installation Squadron (EIS) at Kelly AFB, Texas, and to the 938th EIS, McClellan AFB, California.

Secretary of Defense Justification

Reorganization of the installation and engineering functions will achieve additional personnel overhead savings by inactivating the 485th EIG and redistributing the remaining activities to other units. The originally planned receiver site for the 485th EIG at Hill AFB has proven to require costly renovation. This redirect avoids these additional, unforeseen costs while providing a more efficient allocation of work.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found the Department of Defense recommendation to inactivate the 485th Engineering Installation Group would save money by avoiding military construction and by reducing personnel. The Commission has recommended closure of McClellan Air Force Base, and, thus, the Air Force will be unable to relocate a portion of the 485th Engineering Installation Group to that base as set out in the recommendation. The Commission found the 485th should move but allowed the Department of the Air Force to relocate this unit in accordance with operational requirements.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criterion 3. Therefore, the Commission recommends the following: change the recommendation of the 1993 Commission regarding the transfer of the 485th Engineering Installation Group (EIG) from Griffiss Air Force Base to Hill AFB, Utah, as follows: inactivate the 485th EIG. Transfer its engineering and installation functions as operational requirements dictate in accordance with Department of the Air Force policy. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Griffiss Air Force Base, New York Airfield Support for 10th Infantry (Light) Division

Category: Air Force Installation

Mission: N/A

One-time Cost: \$51.5 million

Savings: 1996-2001: \$-21.4 million (Cost)

Annual: \$9.9 million

Return on Investment: 2004 (6 years)

FINAL ACTION: Redirect

Secretary of Defense Recommendation

Change the recommendation of the 1993 Commission regarding support of the 10th Infantry (Light) Division, Fort Drum, New York, at Griffiss AFB, as follows: Close the minimum essential airfield that was to be maintained by a contractor at Griffiss AFB and provide the mobility/contingency/training support to the 10th Infantry (Light) Division from the Fort Drum airfield. Mission essential equipment from the minimum essential airfield at Griffiss AFB will transfer to Fort Drum.

Secretary of Defense Justification

Operation of the minimum essential airfield to support Fort Drum operations after the closure of Griffiss AFB has proven to far exceed earlier cost estimates. Significant recurring operations and maintenance savings can be achieved by moving the mobility/contingency/training support for the 10th Infantry (Light) Division to Fort Drum and closing the minimum essential airfield operation at Griffiss. This redirect will permit the Air Force to meet the mobility/contingency/training support requirements of the 10th Infantry (Light) Division at a reduced cost to the Air Force. Having airfield support at its home location will improve 10th Infantry (Light) Division's response capabilities, and will avoid the necessity of traveling significant distances, sometimes during winter weather, to its mobility support location. Support at Fort Drum can be accomplished by improvement of the existing Fort Drum airfield and facilities.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The 1993 Commission recommended keeping "a minimum essential runway...maintained and operated by a contractor." Since that recommendation, the cost to operate the runway has substantially exceeded original estimates. The Commission found closing the minimum essential runway on Griffiss Air Force Base and constructing a new runway on Fort Drum, New York, would save money and improve the operational capability of the 10th Infantry (Light) Division. Locating a runway directly on Fort Drum increases response capability and decreases response time.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: change the recommendation of the 1993 Commission regarding support of the 10th Infantry (Light) Division, Fort Drum, New York at Griffiss Air Force Base as follows: close the minimum essential airfield that was to be maintained by a contractor at Griffiss AFB and provide the mobility/contingency/training support to the 10th Infantry (Light) Division from the Fort Drum airfield. Mission essential

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equipment from the minimum essential airfield at Griffiss AFB will transfer to Fort Drum.

Real-Time Digitally Controlled Analyzer Processor Activity, Buffalo, New York

Category: Industrial/Technical Support:

Test & Evaluation

Mission: Air Defense Ground Test

Simulation Facility
One-time Cost: \$3.7 million

Savings: 1996-2001: \$-0.1 million (Cost)

Annual: \$0.9 million

Return on Investment: 2002 (4 Years)

FINAL ACTION: Disestablish

Secretary of Defense Recommendation

Disestablish the Real-Time Digitally Controlled Analyzer Processor activity (REDCAP) at Buffalo, New York. Required test activities and necessary support equipment will be relocated to the Air Force Flight Test Center (AFFTC) at Edwards AFB, California. Any remaining equipment will be disposed of.

Secretary of Defense Justification

The Test and Evaluation Joint Cross-Service Group (JCSG) recommended that REDCAP's capabilities be relocated to an existing facility at an installation with a Major Range and Test Facility Base (MRTFB) open air range. Projected workload for REDCAP is only 10 percent of its available capacity. AFFTC has capacity sufficient to absorb REDCAP's workload. REDCAP's basic hardware-inthe-loop infrastructure is duplicated at other Air Force T&E facilities. This action achieves significant cost savings and workload consolidation.

Community Concerns

The community argues the REDCAP activity is one of unique military value, and remains an effective instrument for testing Electronic Combat air defense equipment. The community maintains that in order to retain the unique test capabilities of the REDCAP activity, the entire mission must be transferred. The estimated cost submitted by the community to move the facility, is approximately \$13.8-\$15.6 million. The community claims the Department of Defense underestimated both the projected workload and customer utilization levels. The community explains that many of these test systems were being upgraded, and could not be fully utilized at the time workload estimates were being formulated. In addition, the commu-

nity notes that the operation of particular test systems can inhibit the use of certain other systems. Finally, the community asserts they should not have been considered under the BRAC process because they are below the 300 federal civilian employee threshold, set forth in the statute.

Commission Findings

The Commission found that although the cost to disestablish the REDCAP activities is higher than that included in the recommendation, this action continued to result in overall annual savings. The Commission found the cost-to-close was significantly below those submitted by the community. The Commission found the Air Force had properly assessed the types of test capabilities required to be transferred to the receiving site. The Commission also found sufficient capacity existed at the receiver site. The Commission found this action reduced excess capacity by eliminating excess equipment and transfering just the 44 percent of the REDCAP test simulation equipment necessary for future requirements. The reduction of excess capacity, through the consolidation of electronic combat activities on military installations with Major Range Test Facility Bases (MRTFB), was one of the objectives of the Joint Cross-Service Group for Test & Evaluation. The Commission concurred in this objective. The Commission further found the receiver site was sufficiently capable of absorbing the estimated level of projected test workload as determined by the Commission. Finally, the Commission found the Air Force had jurisdiction to include this facility in its recommendation.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: disestablish the Real-Time Digitally Controlled Analyzer Processor Activity (REDCAP) at Buffalo, New York. Required test activities and necessary support equipment will be relocated to the Air Force Flight Test Center (AFFTC) at Edwards AFB, California. Any remaining equipment will be disposed of.

Rome Laboratory, New York

Category: Industrial/Technical Support: Laboratory and Product Center Mission: Research and Development for Command, Control, Communications, Computers and Intelligence One-time Cost: None Savings: 1996-2001: None

Annual: None

Return on Investment: None FINAL ACTION: Remain Open

Secretary of Defense Recommendation

Close Rome Laboratory, Rome, New York. Rome Laboratory activities will relocate to Fort Monmouth, New Jersey, and Hanscom AFB, Massachusetts. Specifically, the Photonics, Electromagnetic & Reliability (except Test Site O&M operations), Computer Systems, Radio Communications and Communications Network activities, with their share of the Rome Lab staff activities. will relocate to Fort Monmouth. The Surveillance, Intelligence & Reconnaissance Software Technology, Advanced C2 Concepts, and Space Communications activities, with their share of the Rome Laboratory staff activities, will relocate to Hanscom AFB. The Test Site (e.g., Stockbridge and Newport) O&M operations will remain at its present location but will report to Hanscom AFB.

Secretary of Defense Justification

The Air Force has more laboratory capacity than necessary to support current and projected Air Force research requirements. The Laboratory Joint Cross-Service Group analysis recommended the Air Force consider the closure of Rome Laboratory. Collocation of part of the Rome Laboratory with the Army's Communications Electronics Research Development Evaluation Command at Fort Monmouth will reduce excess laboratory capacity and increase inter-service cooperation and common C3 research. In addition, Fort Monmouth's location near unique civilian research activities offers potential for shared research activities. Those activities relocated to Hanscom AFB will strengthen Air Force C3I RDT&E activities by collocating common research efforts. This action will result in substantial savings and furthers the DoD goal of cross-service utilization of common support assets.

Community Concerns

The Griffiss AFB community does not believe Rome Laboratory should be closed and relocated as recommended by DoD. The community believes the Lab should remain in its existing facilities as a stand-alone Air Force laboratory. Rome Laboratory has a large civilian work force and it is located in

adequate and secure facilities that can be separated from the rest of Griffiss AFB, which was realigned in 1993. Rome Lab serves as the anchor tenant for the community's Griffiss AFB reuse strategy, which includes a research park. The reuse plan is based on the Air Force's May 1993 comment to the Commission that: "the Air Force has no plans to close or relocate the Rome Laboratory within the next five years." The Lab is the Air Force's Tier I Center of Excellence for Command, Control, Communications, Computers, and Intelligence (C4I). The community believes the Lab's relocation will compromise its military value because its essential mission cannot be accomplished at multiple locations. If the DoD recommendation is implemented: (1) The Lab's activities will be split between three locations, which will reduce its mission effectiveness, (2) Many scientists and engineers will not relocate to these higher cost areas, (3) Classified and other important work will suffer unacceptable delays that customers will not tolerate, and (4) There will be no cross-servicing with the Army at Fort Monmouth. Moreover, the community believes there will be a negative return on investment because there will be no savings and costs will be significantly higher than stated in the DoD recommendation

Commission Findings

The Rome Laboratory has a large civilian work force and is located in adequate facilities that can be separated from the rest of Griffiss AFB, which is closing. For the past year, as a result of the Griffiss Air Force Base realignment recommended by the 1993 Commission, the community has been working to make the lab part of a high technology industrial park. The Commission found the costs to close Rome Laboratory and relocate its activities to Fort Monmouth, New Jersey, and Hanscom AFB, Massachusetts, were significantly understated and savings overstated. The Commission found the Air Force closure costs were difficult to verify with any accuracy. Although difficult to ascertain, the Commission found the costs had increased substantially from the original. In addition, the Commission found that collocation of this facility at Ft. Monmouth would not add to the Lab's capability. While the move would reduce excess laboratory capacity, it would result in an unacceptable return on investment. Moreover, these actions would seriously degrade the laboratory's ability to meet its current and future mission requirements.

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Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 1, 4, and 5. Therefore, the Commission recommends the following: Rome Laboratory will remain open. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Roslyn Air Guard Station, New York

Category: Air National Guard
Mission: Combat Communications
and Electronics Installation
One-time Cost: \$ 14.2 million
Savings: 1996-2011: \$ 9 million
Annual: \$0.2 million
Return on Investment: 1999 (2 years)

FINAL ACTION: Close (conditional)

Secretary of Defense Recommendation

Close Roslyn Air Guard Station (AGS) and relocate the 213th Electronic Installation Squadron (ANG) and the 274th Combat Communications Group (ANG) to Stewart International Airport AGS, Newburg, New York. The 722nd Aeromedical Staging Squadron (AFRES) will relocate to suitable leased space within the current recruiting area.

Secretary of Defense Justification

Relocation of the 213th Electronic Installation Squadron and 274th Combat Communications Group to Stewart International Airport AGS will produce a more efficient and cost-effective basing structure by avoiding some of the costs associated with maintaining the installation.

Community Concerns

The community is concerned about the loss of community services provided by the Guard Station. They also assert the costs of relocating the unit to Stewart International Airport are understated. Finally, the community has raised doubts as to whether the sale of the property for commercial development is realistic, given zoning restrictions.

Commission Findings

The Commission found personnel and base operating support savings would not exceed the cost of relocating of the Roslyn units. The Commission found this recommendation was not cost effective. The station is located on valuable residentially-zoned property. If the property can be sold at its

fair market value, this recommendation is cost effective. The Commission identified no concerns about the ability to recruit Guardsmen at Stewart International Airport.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 4 and 5. Therefore, the Commission recommends the following: close Roslyn Air Guard Station (AGS) and relocate the 213th Electronic Installation Squadron and the 274th Combat Communications Group to Stewart International Airport AGS, Newburg, New York if the Roslyn Air Guard Station can be sold for its fair market value. The 722nd Aeromedical Staging Squadron (AFRES) will relocate to suitable leased space within the current recruiting area. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Grand Forks Air Force Base, North Dakota

Category: Large Aircraft (Missile)

Mission: Strategic Deterrence/Strategic Mobility

One-time Cost: \$11.9 million

Savings: 1996-2001: \$111.7 million*

Annual: \$35.2 million

Return on Investment: 1998 (Immediate)

FINAL ACTION: Realign

* The savings associated with the closure of the missile field were previously programmed in the Air Force budget.

Secretary of Defense Recommendation

Realign Grand Forks AFB. The 321st Missile Group will inactivate, unless prior to December 1996, the Secretary of Defense determines that the need to retain ballistic missile defense (BMD) options effectively precludes this action. If the Secretary of Defense makes such a determination, Minot AFB, North Dakota, will be realigned and the 91st Missile Group will inactivate.

If Grand Forks AFB is realigned, the 321st Missile Group will inactivate. Minuteman III missiles will relocate to Malmstrom AFB, Montana, be maintained at depot facilities, or be retired. A small number of silo launchers at Grand Forks may be retained if required. The 319th Air Refueling Wing will remain in place. All activities and facilities at the base associated with the 319th Air Refueling Wing, including family housing, the hospital, commissary, and base exchange will remain open.

If Minot AFB is realigned, the 91st Missile Group will inactivate. Minuteman III missiles will relocate to Malmstrom AFB, Montana, be maintained at depot facilities, or be retired. The 5th Bomb Wing will remain in place. All activities and facilities at the base associated with the 5th Bomb Wing, including family housing, the hospital, commissary, and base exchange will remain open.

Secretary of Defense Justification

A reduction in ICBM force structure requires the inactivation of one missile group within the Air Force. The missile field at Grand Forks AFB ranked lowest due to operational concerns resulting from local geographic, geologic, and facility characteristics. Grand Forks AFB also ranked low when all eight criteria are applied to bases in the large aircraft subcategory. The airfield will be retained to satisfy operational requirements and maintain consolidated tanker resources.

If the Secretary of Defense determines that the need to retain BMD options effectively precludes realigning Grand Forks, then Minot AFB will be realigned. The missile field at Minot AFB ranked next lowest due to operational concerns resulting from spacing, ranging and geological characteristics. Minot AFB ranked in the middle tier when all eight criteria are applied to bases in the large aircraft subcategory. The airfield will be retained to satisfy operational requirements.

Community Concerns

The community argues the Grand Forks missile field is the newest in the Air Force. It has always been considered fully capable of performing its assigned mission, and remains so today according to the Base Closure Executive Group. The community contends closing the Grand Forks missile field could send a misleading signal to the former Soviet Union that the United States intends to unilaterally change the Antiballistic Missile (ABM) Treaty, and could jeopardize any future treaty negotiations with former Soviet republics. They believe closing the intercontinental ballistic missile (ICBM) field would unduly restrict any future ballistic missile defense options and would require the dismantlement and demolition of the existing Grand Forks ABM facilities, significantly increasing the cost to close the Grand Forks ICBM field. The community argues the Air Force erred in excluding the Minuteman field at F.E. Warren AFB from consideration because the Peacekeeper mis-

siles there are scheduled to complete their retirement in 2003, thus providing an opportunity for a complete base closure. They also argue that retaining Grand Forks AFB as a multi-mission base (ICBMs and tankers), and completely closing Malmstrom AFB, would provide significantly greater operating efficiencies and savings than the DoD proposal to realign the missile group at Grand Forks AFB and the tanker group at Malmstrom AFB. The community believes the 50 additional Minuteman missile silos at Malmstrom AFB should carry no weight in the analysis, because the Nuclear Posture Review specifically accepts an ICBM force of 450 or 500 Minuteman missiles. The community further argues the Air Force and DoD correctly assessed the military value of Grand Forks AFB in 1993 when selecting it as a core tanker base because of its ideal location, and its capacity, facilities, and infrastructure. They believe there is no tanker saturation problem in the north central United States because on average 66 percent of the Grand Forks tanker aircraft are deployed to forward operating locations. They also point out the runway was upgraded to Code 1 in 1994, there is a direct fuel supply pipeline feed to the base, an improved Type III hydrant system assures rapid and effective aircraft refueling capability, and state and local zoning guarantee no future runway encroachment problems. The community notes the evaluation criteria for "Facilities Condition: Housing" is based on the number of units needing upgrade to whole house standards not current condition. Finally, the community is concerned the University of North Dakota is a strong asset in the Grand Forks community and should be taken into account in the evaluation process.

Commission Findings

The Commission found all four Minuteman fields were fully capable, but the high water table at Grand Forks Air Force Base reduced survivability and required an increased level of on-site depot support. Total on-site support costs per Minuteman silo over the past three years were higher at Grand Forks AFB than at Minot or F.E. Warren AFBs, but lower than at Malmstrom AFB. Efforts to counter water intrusion accounted for five percent of these costs, and were highest at Grand Forks AFB. The missile alert rate at Grand Forks AFB has been consistently lower than at Minot AFB. The Commission agreed with the Air Force's decision to exclude F.E. Warren AFB from consid-

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eration because of a requirement for Peacekeeper missiles beyond the period under which Commission actions would be taken, and because of the Strategic Arms Reduction Treaty (START) treaty implications of directing realignment of the only Peacekeeper missile base. In addition, the Commission agreed with the Commander-in-Chief of United States Strategic Command that retention of the Malmstrom AFB missile field was militarily important because of the presence of 50 additional Minuteman silos. Thus, retention of the Malmstrom AFB missile field took precedence over the economies associated with closing Malmstrom AFB and retaining a multi-mission base at Grand Forks AFB. At the time the recommendation was received from DoD, there was uncertainty about whether there were possible treaty implications for the Grand Forks antiballistic missile (ABM) system and ballistic missile defense that would preclude inactivation of the Grand Forks AFB Minuteman field. On May 9, 1995, the Commission received a letter from the Deputy Secretary of Defense stating that representatives of DoD, the Joint Chiefs of Staff, the State Department, the Arms Control and Disarmament Agency, and the National Security Council Staff had determined that ABM treaty considerations would not preclude inactivation of the Grand Forks AFB Minuteman field. The letter also stated: "Realignment of Minot AFB and inactivation of the 91st Missile Group is no longer a necessary alternative." Subsequent correspondence with DoD confirmed that inactivation of the Grand Forks AFB Minuteman field would not affect the right to retain an ABM deployment area at Grand Forks and would not require demolition of the existing ABM facilities. DoD, however, reiterated the fact that it could be necessary to leave a small number of empty Minuteman silos in place at Grand Forks AFB. Finally, the Commission found DoD included a one-time cost of \$5.5 million for housing demolition at Grand Forks AFB, thereby increasing recurring savings by \$3.7 million annually. This appeared to be a sound investment strategy that produced substantial savings over time, but was not necessitated by a decision to realign Grand Forks AFB. Consequently, the costs and savings associated with this action were removed from the decision COBRA.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from the force-structure

plan and final criterion 1. Therefore, the Commission recommends the following: realign Grand Forks Air Force Base. The 321st Missile Group will inactivate and Minuteman III missiles will relocate to Malmstrom AFB, Montana, be maintained at depot facilities, or be retired. A small number of silo launchers at Grand Forks AFB may be retained if required. The 319th Air Refueling Wing will remain in place. All activities and facilities at the base associated with the 319th Air Refueling Wing, including family housing, the hospital, commissary, and base exchange will remain open.

Springfield-Beckley Municipal Airport Air Guard Station, Ohio

Category: Air National Guard Mission: Power Projection and Combat Communications One-time Cost: None Savings: 1996-2001: None

Annual: None

Return on Investment: None FINAL ACTION: Remain Open

Secretary of Defense Recommendation

Close Springfield-Beckley Municipal Airport Air Guard Station (AGS) and relocate the 178th Fighter Group (ANG), the 251st Combat Communications Group (ANG). and the 269th Combat Communications Squadron (ANG) to Wright-Patterson AFB, Ohio.

Secretary of Defense Justification

The 178th Fighter Group provides crash, fire and rescue, security police, and other base operating support services for ANG activities at Springfield-Beckley Municipal Airport. By relocating to Wright-Patterson AFB, significant manpower and other savings will be realized by avoiding some of the costs associated with the installation.

Community Concerns

The community maintains that the quality of facilities and operating environment at Springfield-Beckley Municipal Airport are superior to those at Wright-Patterson AFB. The community is also concerned about the Air National Guard/State share of base operating support costs at Wright Patterson AFB. Community officials assert that the savings associated with the proposed relocation are overstated because the Air Force analysis did not include all costs that would be incurred by

basing the unit at Wright-Patterson AFB. The community is concerned about the continued existence of the Springfield-Beckley Municipal Airport if the Guard unit leaves, as a significant portion of airport revenues will be lost. The community is also concerned about the economic impact on the community if the station closes.

Commission Findings

The Commission found the extended return on investment and the inadequacy of facilities at Wright-Patterson AFB did not justify relocating the unit from its current location. Further, the Commission found the facilities and basing arrangement at Springfield-Beckley ideal for meeting the needs of the Air National Guard units. The Commission found the small savings generated by closure of the Springfield-Beckley facilities did not justify their closure and potential degradation to the units.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 4 and 5. Therefore, the Commission recommends the following: Springfield-Beckley Municipal Airport Air Guard Station will remain open. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Greater Pittsburgh IAP Air Reserve Station, Pennsylvania

Category: Air Force Reserve Mission: Tactical Airlift One-time Cost: None Savings: 1996-2001: None

Annual: None

Return on Investment: None FINAL ACTION: Remain Open

Secretary of Defense Recommendation

Close Greater Pittsburgh IAP Air Reserve Station (ARS). The 911th Airlift Wing will inactivate and its C-130 aircraft will be distributed to Air Force Reserve C-130 units at Dobbins ARB, Georgia, and Peterson AFB, Colorado.

Secretary of Defense Justification

The Air Force Reserve has more C-130 operating locations than necessary to effectively support the Reserve C-130 aircraft in the Department of Defense (DoD) Force Structure Plan. Although Greater

Pittsburgh ARS is effective at supporting its mission, its evaluation overall under the eight criteria supports its closure. Its operating costs are the greatest among Air Force Reserve C-130 operations at civilian airfields. In addition, its location near a number of AFRES and Air National Guard units provides opportunities for its personnel to transfer and continue their service without extended travel.

Community Concerns

The community believes the cost analysis of the air reserve stations in this category was faulty. Specifically, the base operating support cost experienced by one Air Force Reserve C-130 base was used as the cost for two other air reserve locations, as well as Pittsburgh IAP Air Reserve Station, resulting in false savings and cost information. Further, the community argues the Air Force did not consider the 30 acres of additional aircraft parking apron currently being used under a memorandum of agreement with Allegheny County. The community disagrees with the Air Force color code ranking for the airfield evaluation, facilities condition, and air quality and maintains that higher ranking in accordance with real conditions would enhance military value.

Commission Findings

The Commission found the costs to operate Pittsburgh International Airport (IAP) Air Reserve Station (ARS) and two other Air Force Reserve C-130 locations were inaccurate. With corrected data applied to the COBRA model, the Commission found Pittsburgh was one of the least costly installations to operate. The Air Force indicated they had received the offer of additional acreage at Pittsburgh IAP ARS, but determined it was inappropriate to act on the offer pending the outcome of the base closure process. Review of the November 1994 Airfield Pavement Evaluation substantiated the community's assertions the airfield can accommodate all types of aircraft. Information submitted by the community demonstrates Allegheny County Bureau of Environmental Quality has applied to the US Environmental Protection Agency for air quality redesignation to attainment, having met air quality standards during 1991-93. The Commission found that the low operating costs and expansion opportunities were not fully considered by the Air Force.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 4 and 5.

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Therefore, the Commission recommends the following: Greater Pittsburgh IAP Air Reserve Station will remain open. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Air Force Electronic Warfare Evaluation Simulator Activity, Fort Worth, Texas

Category: Industrial/Technical Support:

Test and Evaluation

Mission: Electronic Combat Simulation

One-time Cost: None Savings: 1996-2001: None

Annual: None

Return on Investment: None FINAL ACTION: Remain Open

Secretary of Defense Recommendation

Disestablish the Air Force Electronic Warfare Evaluation Simulator (AFEWES) activity in Fort Worth. Essential AFEWES capabilities and the required test activities will relocate to the Air Force Flight Test Center (AFFTC), Edwards AFB, California. Workload and selected equipment from AFEWES will be transferred to AFFTC. AFEWES will be disestablished and any remaining equipment will be disposed of.

Secretary of Defense Justification

The Test and Evaluation Joint Cross-Service Group (JCSG) recommended that AFEWES's capabilities be relocated to an existing facility at an installation possessing a Major Range and Test Facility Base (MRTFB) open air range. Projected workload for AFEWES was only 28 percent of its available capacity. Available capacity at AFFTC is sufficient to absorb AFEWES's workload. AFEWES's basic hardware-in-the-loop infrastructure is duplicated at other Air Force Test and Evaluation facilities. This action achieves significant cost savings and workload consolidation.

Community Concerns

The community claims that no factual basis exists to support disestablishment and relocation of the Air Force Electronic Warfare Simulator Facility to Edwards Air Force Base as recommended by the Secretary of Defense. The community addressed each element of the rationale used by Air Force supporting the recommendation as well as the actual facts applicable to each issue as viewed by the community. Community concerns challenge

Air Force positions on projected workload, cost savings, workload consolidation, infrastructure reductions and personnel reductions. Further, the community believes the proposed action is in conflict with congressional language in the fiscal year report of the Senate Appropriations Committee that requires a study addressing datalinking versus consolidation at least 120 days prior to the approval of any changes affecting electronic combat facilities.

Commission Findings

The Commission found disestablishment of the Air Force Electronic Warfare Simulator Facility is not cost effective. The Air Force estimated a cost to close of \$8.9 million and a return on investment of 13 years. The Commission estimated the closure cost was \$34.9 million and would result in a payback in excess of 100 years. The Commission estimated additional costs of \$6 million for military construction at Edwards Air Force Base and \$20 million for documentation, training and other support costs. The Commission also found that relocating electronic combat testing capabilities poses major technical risk because of the system's unique ability to evaluate fully aircraft in a dense threat environment. The Commission found that electronic datalinking is a sound and cost effective alternative to collocating Air Force's Electronic Warfare Simulator Facility on a major test range.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 1, 4, and 5. Therefore, the Commission recommends the following: the Air Force Electronic Warfare Evaluation Simulator (AFEWES) will remain open. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Bergstrom Air Reserve Base, Texas

Category: Air Force Reserve
Mission: Air Force Reserve Base,
F-16 Fighter Operations
One-Time Cost: \$17.4 million
Savings: 1996-2001: \$75.2 million

Annual: \$17.8 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Bergstrom ARB. The 924th Fighter Wing (AFRES) will inactivate. The Wing's F-16 aircraft

will be redistributed or retire. Headquarters, 10th Air Force (AFRES), will relocate to Naval Air Station Fort Worth, Joint Reserve Base, Texas.

Secretary of Defense Justification

Due to Air Force Reserve fighter force drawdown, the Air Force Reserve has an excess of F-16 fighter locations. The closure of Bergstrom ARB is the most cost effective option for the Air Force Reserve. The relocation of Headquarters, 10th Air Force to NAS Fort Worth will also collocate the unit with one of its major subordinate units.

Community Concerns

The community argues there was a commitment on the part of the Air Force and both the 1991 and 1993 Commissions to keep Bergstrom Air Reserve Base open, if the community converted the base to a municipal airport. In May 1993, Austin voters approved a \$400 million referendum to fund the airport project. The citizens of Austin voted for this measure, in part, to keep the reserves in Austin. The community claims it has upheld its part of the commitment. Beyond that, the community stresses its long military tradition makes it ideal for recruiting for the Reserves. The community argues the base is capable of supporting either F-16 or KC-135 operations. In addition, joint training opportunities are enhanced at Bergstrom due to its proximity to the Army's Fort Hood. This also enhances the mission of the Ground Combat Readiness Center (AFRES), a Security Police training unit. The community informed the Commission that several other DoD and Federal government agencies are actively seeking space at the base, including the Texas Army National Guard, the Naval Reserves, and a NASA flight detachment. The Regional Corrosion Control Facility (RCCF) was transferred by the Air Force to the Austin Municipal Airport Authority in September 1994. Due to its unique capability, Air Combat Command will contract for 100 aircraft per year to be processed by the RCCF. The community claims it makes economic and operational sense to locate the Reserves at Bergstrom to provide transient support for aircraft using the facility. Finally, the community contends the cost to station the Reserves at Bergstrom is much lower than the Air Force has stated. The community noted that when Austin takes over the airfield in October 1996, the cost to the Air Force will decrease further, putting Bergstrom at parity with Homestead.

Commission Findings

The Air Force overstated the savings for the closure of Bergstrom Air Reserve Base due to its failure to account for the decrease in base operating support costs, once the Austin city government assumes control of airport operations in 1996. Even so, the Commission found that closure of Bergstrom remains the most cost effective option in the Air Force Reserve F-16 category. Although the Reserve has an excess of two F-16 squadrons, the Commission found it necessary to close only one reserve installation. Additional closures would have an adverse impact on recruiting and operational readiness. Although the base has infrastructure in-place to support both F-16 and KC-135 aircraft, the Commission found that overall excess capacity in the Reserve category and cost savings factors require closure. The Commission also found other Reserve F-16 locations rate higher than Bergstrom for facilities, training, and joint operations. The RCCF contractor will provide all aircraft servicing support as part of its contract with Air Combat Command. The Ground Combat Readiness Center mission is under review by the Air Force; if the mission remains, either Carswell or other facilities in the area are satisfactory transfer locations. The Air Force and previous Commission commitments regarding the development of the Austin airport at Bergstrom were conditioned upon future Air Force force-structure requirements remaining stable.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: close Bergstrom Air Reserve Base. The 924th Fighter Wing (AFRES) will inactivate. The Wing's F-16 aircraft will be redistributed or retire. Headquarters, 10th Air Force (AFRES), will relocate to Naval Air Station Fort Worth, Joint Reserve Base, Texas.

Brooks Air Force Base, Texas

Category: Industrial/Technical Support: Laboratory and Product Center Mission: Human systems research and product development One-time Cost: None

Savings: 1996-2001: None

Annual: None

Return on Investment: None FINAL ACTION: Remain Open

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Secretary of Defense Recommendation

Close Brooks AFB. The Human Systems Center, including the School of Aerospace Medicine and Armstrong Laboratory, will relocate to Wright-Patterson AFB, Ohio, however, some portion of the Manpower and Personnel function, and the Air Force Drug Test laboratory, may relocate to other locations. The 68th Intelligence Squadron will relocate to Kelly AFB, Texas. The Air Force Center for Environmental Excellence will relocate to Tyndall AFB, Florida. The 710th Intelligence Flight (AFRES) will relocate to Lackland AFB, Texas. The hyperbaric chamber operation, including associated personnel, will relocate to Lackland AFB, Texas. All activities and facilities at the base including family housing and the medical facility will close.

Secretary of Defense Justification

The Air Force has more laboratory capacity than necessary to support current and projected Air Force research requirements. When compared to the attributes desirable in laboratory activities, the Armstrong Lab and Human Systems Center operations at Brooks AFB contributed less to Air Force needs as measured by such areas as workload requirements, facilities, and personnel. As an installation, Brooks AFB ranked lower than the other bases in the Laboratory and Product Center subcategory.

Community Concerns

The community believes that if Brooks moves, the existing synergy within San Antonio's one-of-akind biomedical community, would be significantly impaired. While the community would prefer that Brooks remain open, it has developed an alternative plan that would canton most activities at Brooks. Under the community's cantonment plan, the Human Systems Center, Armstrong Laboratory, School of Aerospace Medicine and the Center for Environmental Excellence would be retained, while the remainder of Brooks would close and other tenants would relocate. Specific boundaries would be determined by the Air Force. Base operation and other support would be provided by nearby Lackland or Kelly. The community argues that the cantonment (1) is cost effective. (2) offers an immediate return on investment, (3) preserves existing synergy, and (4) avoids risk to existing research missions.

Commission Findings

The Commission found that closing Brooks AFB would have required a significant upfront cost of at least \$211.5 million. Closure of Brooks AFB would interrupt critical ongoing research. The Commission found that the delays associated with re-accreditation of equipment and laboratories at the receiving sites were unacceptable. The Commission found that the move would also create one of two equally unacceptable events—either large numbers of people would move, keeping the costs high, or large numbers of people would not move, interrupting vital research. In a response to a survey, more than half the professional staff said they probably would not move. In addition, the Commission found that if the Brooks' human systems research mission were relocated, existing synergy with the large San Antonio military and civilian biomedical communities would be lost.

While excess capacity exists at Wright-Patterson AFB, Ohio, the primary receiving location, the excess is mainly office space and is not currently suited to accommodate Brooks' research activities. The Air Force projects it would have to construct or renovate nearly 1 million square feet to be able to take on the Brooks mission. Brooks currently operates in "world-class" facilities.

The Commission found the community's cantonment proposal would have saved, at a minimum, the \$211.5 million upfront cost to close, would have offered additional annual savings of nearly \$18 million and net present value savings of \$248 million. The cantonment savings were credible, and were similar to those shown in Air Force certified COBRAs compiled at the request of the Commission. In addition, cantonment would have preserved existing synergies, allowed portions of Brooks to be made available for re-use, and saved opportunity costs.

The Air Force informed the Commission that it would prefer to keep Brooks open rather than place Brooks into cantonment. The Air Force believes cantonment, in general, is awkward and unworkable in the long term. The Commission found the costs and disruption to research that would result from relocation unacceptable. The Commission rejected the Air Force's original recommendation to close Brooks AFB and deferred to the Air Force request to have Brooks AFB remain open rather than place the mission's activities into an enclave area.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 1, 4, and 5. Therefore, the Commission recommends the following: Brooks Air Force Base will remain open. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Kelly Air Force Base, Texas

Category: Industrial/Technical Support: Depots Mission: Provide depot maintenance and materiel management support to the Air Force One-time Cost: \$412.8 million Savings: 1996-2001: \$106.2 million Annual: \$178.5 million Return on Investment: 2001 (1 year)

FINAL ACTION: Realign

Secretary of Defense Recommendation

None. The Commission added this military installation to the list of bases to be considered by the Commission for closure and realignment as a proposed change to the list of recommendations submitted by the Secretary of Defense.

Community Concerns

The San Antonio Community believes the Air Force tiering system was subjective and did not recognize the true value of Kelly Air Force Base or the San Antonio Air Logistics Center. The community believes the environmental condition was misstated by DoD. The community stated that the water use issue that resulted in a low environmental score has been corrected, but asserted the Air Force failed to revise the base's environmental score. The closure of Kelly Air Force Base would have a severe economic impact; it would result in a 73 percent increase in San Antonio Hispanic unemployment (60% of Kelly employees are Hispanic, 45% of Hispanics employed by the Air Force are employed at Kelly). Concern was expressed that the middle class Hispanic community would be devastated.

Commission Findings

The Commission found that the significant excess capacity and infrastructure in the Air Force depot system requires closure of the San Antonio Air Logistics Center (ALC). The Air Force recommendation to downsize all five Air Force ALC depots through mothballing excess space would reduce the amount of space utilized by the depot but

would not eliminate infrastructure and overhead costs. Downsizing would result in the elimination of depot direct labor personnel, but not overhead personnel. The Commission found that closure of the San Antonio ALC, and related activities at Kelly AFB, including the distribution depot and information processing megacenter, permits significantly improved utilization of the remaining depots and reduces DoD operating costs.

The low military value "tier" assigned by the Air Force was second among the factors considered in the determination to realign Kelly AFB and the San Antonio ALC. The Air Force tier ranking system uses rankings of I through III with tier III being the lowest rank. (At the request of the Air Force, the DoD Joint Cross Service Group used the tiering system as a proxy for military value). Kelly AFB and the depot at the San Antonio ALC received tier III rankings. The Community expressed concern the Air Force military value was subjective. The Commission agreed that the determination of military value is complex and difficult to translate into easily auditable numbers. The tier is an appropriate description of the collective military judgment of the officials on the Air Force Base Closure Executive Group.

The proximity of Kelly AFB to Lackland Air Force Base, Texas was also considered in the determination to realign Kelly AFB. Lackland AFB will be able to provide support to a realigned Kelly AFB. Through consolidation of support costs, the Commission found the Air Force could achieve substantial savings.

The Commission found the cost to realign Kelly AFB to be less than that estimated by the DoD and the annual savings significantly greater the DoD's estimate. The differences in cost and savings estimates are based on differing closure assumptions of the Air Force and Commission. The Commission assumed that a depot closure and consolidation of work would permit a personnel reduction of 15% of selected ALC personnel and a 50% reduction of management overhead personnel. The Air Force did not reflect any direct labor personnel savings due to a closure and reflected a 20% reduction in overhead personnel. The Commission assumed that closure would occur over a five year period, and the Air Force assumed six years. Another significant factor explaining the difference between savings estimates is that Air Force assumed all personnel savings would occur in the last year of implementation; the Commission assumed that personnel

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eliminations would be evenly phased over a four year period. The Commission also did not agree with a number of one-time costs that the Air Force considered to be directly related to closure.

The level of Hispanic employment at Kelly AFB was recognized by the Commission. The Commission took steps to minimize the negative economic impact on the community by cantoning a significant portion of the Kelly AFB activities. The Commission recommends that the DoD make maximum use of the priority placement system and take steps to retain the Kelly employees within DoD.

The Commission staff presented data indicating large annual savings could be realized by consolidating engine maintenance activities at Tinker Air Force Base, Oklahoma. Both Kelly and Tinker are operating at less than 50% of their engine maintenance capacity. These savings would be in addition to those shown in the Commission's COBRA summaries. The Commission urges the Air Force to consolidate engine maintenance activity at Tinker to reduce excess capacity. The Commission firmly believes that consolidation of engine activities will result in lower costs and increased efficiencies.

Each of the Air Logistics Centers operated by the Air Force are excellent organizations. The San Antonio community is clearly supportive of the military and the ALC. The decision to close the San Antonio ALC is a difficult one; but given the significant amount of excess depot capacity and limited Defense resources, closure is a necessity. The Commission's decision permits closure of the San Antonio ALC and related activities without disruption of the other military missions on the base. The San Antonio ALC closure will permit improved utilization of the remaining ALCs and substantially reduce DoD operating costs.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from the force-structure plan and final criteria 1, 4, and 5. Therefore, the Commission recommends the following: realign Kelly Air Force Base including the Air Logistics Center. Disestablish the Defense Distribution Depot, San Antonio. Consolidate the workloads to other DoD depots or to private sector commercial activities as determined by the Defense Depot Maintenance Council. Move the required equipment and any required personnel to the receiving locations. The airfield and all associated support

activities and facilities will be attached to Lackland AFB, Texas as will the following units: the Air Intelligence Agency including the Cryptologic Depot; the 433rd Airlift Wing (AFRES); the 149th Fighter Wing (ANG), and; the 1827th Engineering Installation Squadron (EIS). The Commission finds this recommendation is consistent with the forcestructure plan and final criteria.

Reese Air Force Base, Texas

Category: Undergraduate Flying Training Mission: Undergraduate Pilot Training One-Time Cost: \$46.4 million Savings: 1996-2001: \$95.7 million

Annual: \$32.4 million

Return on Investment: 1999 (2 Years)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Reese AFB. The 64th Flying Training Wing will inactivate and its assigned aircraft will be redistributed or retired. All activities and facilities at the base including family housing and the hospital will close.

Secretary of Defense Justification

The Air Force has more Undergraduate Flying Training (UFT) bases than necessary to support Air Force pilot training requirements consistent with the Department of Defense (DoD) Force Structure Plan. When all eight criteria are applied to the bases in the UFT category, Reese AFB ranks low relative to the other bases in the category. Reese AFB ranked lower when compared to other UFT bases when evaluated on such factors as weather (e.g., crosswinds, density altitude) and airspace availability (e.g., amount of airspace available for training, distance to training areas). Reese AFB was also recommended for closure in each alternative recommended by the DoD Joint Cross-Service Group for Undergraduate Pilot Training.

Community Concerns

The community argues the Air Force has always rated Reese very high in the past. As proof of this, they point to the selection of Reese as the first specialized undergraduate pilot training site with the introduction of the T-1 training aircraft, and initiation of the consolidation of undergraduate pilot training (UPT) with the Navy in a joint primary training program. The community questions whether Reese is being downgraded because it

lacks actual ownership and control of required airspace, even though access to the airspace it uses for UPT training activities is unimpeded. They guestion the use of weather attrition factors such as icing and crosswinds. Crosswinds were used as a limiting factor at Reese but icing was not used as a limiting factor at Vance AFB, Oklahoma. The Air Force configures each of its UPT bases nearly the same, consequently the community believes the UPT-JCSG (Joint Cross-Service Group) analysis is suspect because it shows Reese substantially inferior to the other bases. The community argues the Air Force is underestimating future pilot training requirements. If these estimates prove to be incorrect, closing Reese will result in the loss of needed training capacity. The community believes the Air Force is ignoring a quality of life indicator: Reese AFB is the number one choice of student and instructor pilots in Air Education Training Command (AETC) for base of assignment; base accessibility is enhanced by its proximity to a large international airport served by major jet airlines; and Reese offers superior higher education opportunities. In addition, because of the significantly high quality medical facilities the city has made available to the base, the Reese Clinic has been able to execute "right-sizing" initiatives. The community believes these factors combine to reduce significantly the cost to the Air Force of operating Reese AFB.

Commission Findings

The Commission found the decrease in pilot training requirements resulting from the drawdown in force structure has created excess capacity in the UFT category. After the 1991 round, the Air Force did not plan to close another UPT base. Air Force evaluations of UPT bases that led to the decision to place the T-1 Airlift/Tanker training aircraft at Reese AFB first reflected the need to station the aircraft at a base that would allow easy airline access for contractor personnel, rather than a judgment on the military value of the base. Similarly, joint primary training with the Navy was initiated at Reese because it was the only Air Force UPT base that had transitioned to the new primary training syllabus required for the joint program, a direct result of the T-1 introduction. In conducting its review of bases for the 1995 round of base closures, the Air Force evaluated UPT bases on their functional value to perform undergraduate pilot training. The functional value of Reese AFB, as determined by the UPT Joint Cross-Service Group, was initially questioned by the

Commission as a result of the community's concerns. After conducting an independent staff analysis of functional value, the Commission validated the Air Force ranking. This analysis included evaluations of icing and airspace issues, concerns expressed by the community. Functional value is the primary determinant of military value in the UFT category. Quality of life was an issue addressed at each UPT base. Commission staff conducted interviews with instructors, students, and their spouses to determine the quality of life at each base. Each community has put programs in place to support the military in locating offbase housing, employment, education, and health care, and is fully committed to providing the military the highest possible quality of life. The commission found closure of one Air Force UPT base contains some risk due to uncertainty about future pilot retention rates, airline hiring, and Reserve requirements. The Commission found the Air Force has many options available to it to meet future requirements using the remaining UFT and Small Aircraft category bases. The commission found any risk to the ability of the Air Force to meet its pilot training requirements is acceptable.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: close Reese Air Force Base. The 64th Flying Training Wing will inactivate and its assigned aircraft will be redistributed or retired. All activities and facilities at the base including family housing and the hospital will close.

Hill Air Force Base, Utah (Utah Test and Training Range)

Category: Industrial/Technical Support: Test and Evaluation Mission: Test and Evaluation One-time Cost: \$0.2 million Savings: 1996-2001: \$34.1 million Annual: \$6.3 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Realign

Secretary of Defense Recommendation

Realign Hill AFB, Utah. The permanent Air Force Materiel Command (AFMC) test range activity at Utah Test and Training Range (UTTR) will be disestablished. Management responsibility for operation of the UTTR will transfer from AFMC to

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Air Combat Command (ACC). Personnel, equipment and systems required for use by ACC to support the training range will be transferred to ACC. Additional AFMC manpower associated with operation of the range will be eliminated. Some armament/weapons Test and Evaluation (T&E) workload will transfer to the Air Force Development Test Center (AFDTC), Eglin AFB, Florida, and the Air Force Flight Test Center (AFFTC), Edwards AFB, California. Note: The Commission voted that Hill Air Force Base, UT, currently on the list of bases recommended by the Secretary of Defense for realignment, be considered by the Commission for closure or to increase the extent of the realignment.

Secretary of Defense Justification

Most of the current T&E activities can be accomplished at other T&E activities (AFFTC and AFDTC). Disestablishing the AFMC test range activities and transferring the range to ACC will reduce excess T&E capacity within the Air Force. Retaining the range as a training range will preserve the considerable training value offered by the range and is consistent with the current 82 percent training use of the range. Retention of the range as a training facility will also allow large footprint weapons to undergo test and evaluation using mobile equipment.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found no reason to disagree with the recommendation of the Secretary of Defense.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: realign Hill Air Force Base, Utah. The permanent Air Force Materiel Command (AFMC) test range activity at Utah Test and Training Range (UTTR) will be disestablished. Management responsibility for operation of the UTTR will transfer from AFMC to Air Combat Command (ACC). Personnel, equipment and systems required for use by ACC to support the training range will be transferred to ACC. Additional AFMC manpower associated with operation of the range will be eliminated. Some armament/weap-

ons Test and Evaluation (T&E) workload will transfer to the Air Force Development Test Center (AFDTC), Eglin AFB, Florida, and the Air Force Flight Test Center (AFFTC), Edwards AFB, California.

Air Logistics Centers

Catergory: Industrial/Technical Support: Depots

Mission: Maintenance Depots

One-time Cost: None Savings: 1996-2001: None Annual: None

Return on Investment: None FINAL ACTION: Rejected

Secretary of Defense Recommendation

Realign the Air Logistics Centers (ALC) at Hill AFB, Utah; Kelly AFB, Texas; McClellan AFB, California; Robins AFB, Georgia; and Tinker AFB, Oklahoma. Consolidate the followings workloads at the designated receiver locations:

Commodity/Workload Composites and plastics Hydraulics Tubing manufacturing Airborne electronic automatic equipment software Sheet metal repair and manufacturing

Machining manufacturing

Foundry operations

Instruments/displays

Airborne electronics

Electronic manufacturing
(printed wire boards)
Electrical/mechanical
support equipment
Injection molding
Industrial plant
equipment software
Plating

Receiving Locations SM-ALC, McClellan AFB SM-ALC, McClellan AFB WR-ALC, Robins AFB WR-ALC, Robins AFB, OC-ALC, Tinker AFB, OO-ALC, Hill AFB OO-ALC, Hill AFB, WR-ALC, Robins AFB OC-ALC, Tinker AFB, WR-ALC, Robins AFB SA-ALC, Kelly AFB, OO-ALC, Hill AFB SM-ALC, McClellan AFB (some unique work remains at OO-ALC, Hill AFB and WR-ALC. Robins AFB) WR-ALC, Robins AFB, OC-ALC, Tinker AFB, OO-ALC, Hill AFB WR-ALC, Robins AFB

SM-ALC, McClellan AFB

SM-ALC, McClellan AFB SA-ALC, Kelly AFB

OC-ALC, Tinker AFB, OO-ALC, Hill AFB, SA-ALC, Kelly AFB, WR-ALC, Robins AFB Move the required equipment and any required personnel to the receiving location. These actions will create or strengthen Technical Repair Centers at the receiving locations in the respective commodities. Minimal workload in each of the commodities may continue to be performed at the other ALCs as required.

Secretary of Defense Justification

Reductions in force structure have resulted in excess depot maintenance capacity across Air Force depots. The recommended realignments will consolidate production lines and move workload to a minimum number of locations, allowing the reduction of personnel, infrastructure, and other costs. The net effect of the realignments is to transfer approximately 3.5 million direct labor hours and to eliminate 37 product lines across the five depots. These actions will allow the Air Force to demolish or mothball facilities, or to make them available for use by other agencies. These consolidations will reduce excess capacity, enhance efficiencies, and produce substantial cost savings without the extraordinary one-time costs associated with closing a single depot.

This action is part of a broader Air Force effort to downsize, reduce depot capacity and infrastructure, and achieve cost savings in a financially prudent manner consistent with mission requirements. Programmed work reductions, downsizing through contracting or transfer to other Service depots, and the consolidation of workloads recommended above result in the reduction of real property infrastructure equal to 1.5 depots, and a reduction in manhour capacity equivalent to about two depots. The proposed moves also make available over 25 million cubic feet of space to the Defense Logistics Agency for storage and other purposes, plus space to accept part of the Defense Nuclear Agency and other displaced Air Force missions. This approach enhances the cost effectiveness of the overall Department of Defense's closure and realignment recommendations. The downsizing of all depots is consistent with DoD efforts to reduce excess maintenance capacity, reduce cost, improve efficiency of depot management, and increase contractor support for DoD requirements.

TINKER

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 3,040 jobs (1,180 direct jobs and 1,860 indirect jobs) over the 1996-to-2001 period in the Oklahoma City, Oklahoma Metropolitan Statistical Area, which is 0.5 percent of the economic area's employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.3 percent of employment in the economic area. Environmental impact from this action is minimal and ongoing restoration of Tinker AFB will continue.

ROBINS

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 1,168 jobs (534 direct jobs and 634 indirect jobs) over the 1996-to-2001 period in the Macon, Georgia Metropolitan Statistical Area, which is 0.7 percent of the economic area's employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.7 percent of employment in the economic area. Environmental impact from this action is minimal and ongoing restoration of Robins AFB will continue.

KELLY

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 1,446 jobs (555 direct jobs and 891 indirect jobs) over the 1996-to-2001 period in the San Antonio, Texas Metropolitan Statistical Area, which is 0.2 percent of the economic area's employment. The cumulative economic impact of all BRAC 95 recommendations, including the relocation of some Air Force activities into the San Antonio area, and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.9 percent of employment in the economic area. Environmental impact from this action is minimal and ongoing restoration will continue.

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McCLELLAN and HILL

Impacts: The recommendations pertaining to consolidations of workloads at these two centers are not anticipated to result in employment losses or significant environmental impact.

Community Concerns

Kelly Air Force Base, San Antonio

• The Kelly Community has not expressed an objection to the DoD plan to downsize all 5 Air Force depots.

McClellan Air Force Base, Sacramento, California

• The original DoD recommendation would result in a net gain of 14 personnel. The Air Force revised its BRAC recommendations several times; the final iteration would result in a loss of 521 personnel from the depot. The original BRAC recommendation would have single-sited instrument work at McClellan. The revised BRAC recommendation would locate the instrument work at two other depots. The community points out that the revised BRAC recommendation is at odds with Air Force policy to single site depot work.

Robins Air Force Base, Macon Georgia

• The Secretary of Defense recommendations would result in the reduction of depot workload. The community notes that this reduction would be in addition to many years of downsizing of the Air Force depot system. The DoD BRAC recommendation threatens to make Robins inefficient and non-competitive because overhead costs remain relatively unchanged while the amount of depot work will be reduced.

Hill Air Force Base - Ogden, Utah

• The community argued that realignment of Hill Air Force Base as recommended by the Department of Defense assumes a 15 percent savings from reengineering which might be difficult to achieve. They questioned how mothballing unneeded buildings would save money. The community strongly believes the Ogden Air Logistics Center should be considered as a receiver for the consolidated tactical missile maintenance workload, in the event the Letterkenny Army Depot is realigned or closed.

Tinker Air Force Baser Oklahoma City, Oklahoma

• The community questioned how mothballing unneeded buildings, as required by the Department of Defense recommendation, would save money. The community also objected to Tinker's depot work being transfered to lower tiered depots. Tinker community officials strongly support transfer of aircraft and engine workload from other DoD facilities being studied for closure or realignment.

Commission Findings

See McClellan AFB, California and Kelly AFB, Texas.

Commission Recommendation

Commission rejects DoD's downsizing proposal, See McClellan AFB, California and Kelly AFB, Texas.

Defense Logistics Agency (DLA)

Defense Contract Management District West (DCMDW), El Segundo, California

Category: Command and Control Mission: Perform contract administration services for DoD organizations and other U.S. Government agencies One-time Cost: \$10.3 million Savings: 1996-2001: \$10.9 million Annual: \$4.2 million

Return on Investment: 1996 (Immediate)

FINAL ACTION: Redirect

Secretary of Defense Recommendation

This is a redirect of the following BRAC 93 Commission recommendation: "Relocate the Defense Contract Management District, El Segundo, California, to Long Beach Naval Shipyard, Los Angeles, California, or space obtained from exchange of land for space between the Navy and the Port Authority/City of Long Beach." The current recommendation is expanded to read: Relocate the DCMD, El Segundo, California, (a) to Government property in the Los Angeles/Long Beach area, or, (b) to space obtained from exchange of land between the Navy and Port Authority/City of Long Beach, or (c) to a purchased office building, whichever is the most cost-effective for DoD.

Secretary of Defense Justification

The Defense Contract Management District West is currently located in GSA-leased administrative space in El Segundo, California. The BRAC 93 Commission found it was cost effective for DCMD West to move from leased space to DoD-owned property. The Navy has been involved in exploratory discussions on behalf of DLA. However, the President's Five-Point Revitalization Plan, which affords communities the opportunity to obtain installations without substantial compensation, has significantly impacted the Navy's ability to consummate a land exchange at Long Beach with the Port Authority/City of Long Beach. The Long Beach Naval Shipyard, another option, has been placed on the BRAC 95 list for closure.

In order to attain the significant savings which will result by moving the organization into DoD space, the BRAC 93 recommendation is revised/expanded. This redirect eliminates the cost of a warehouse and reflects the requirement for reduced administrative space. This recommenda-

tion is consistent with the DCMC Concept of Operations and the DLA BRAC 95 Decision Rules.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found the proposed change in the 1993 Commission recommendation involving Defense Contract Management District West would provide the DLA the flexibility to acquire suitable facilities at the least cost to DoD.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: This is a redirect of the following BRAC 93 Commission recommendation: "Relocate the Defense Contract Management District, El Segundo, California, to Long Beach Naval Shipyard, Los Angeles, California, or space obtained from exchange of land for space between the Navy and the Port Authority/ City of Long Beach." The current recommendation is expanded to read: Relocate the DCMD, El Segundo, California, (a) to Government property in the Los Angeles/Long Beach area, or, (b) to space obtained from exchange of land between the Navy and the Port Authority/City of Long Beach, or (c) to a purchased office building, whichever is the most cost-effective for DoD.

Defense Distribution Depot McClellan (DDMC), Sacramento, California

Category: Distribution Depots - Collocated Mission: Receive, store, and issue wholesale and retail material in support of the military services

One-time Cost: \$13.6 million* Savings: 1996-2001: \$30.6 million* Annual: \$13.4 million*

Return on Investment: 1998 (Immediate) FINAL ACTION: Disestablish

* Also included in McClellan Air Force Base, California costs and savings.

Secretary of Defense Recommendation

None. The Commission added this military installation to the list of bases to be considered by the Commission for closure or realignment as a pro-

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posed change to the list of recommendations submitted by the Secretary of Defense.

Community Concerns

See McClellan Air Force Base, California.

Commission Findings

The Commission recommended closing the Sacramento Air Logistics Center. Because the Sacramento Air Logistics Center was the principal customer of Defense Distribution Depot McClellan, the Commission found the distribution depot was no longer required and should be disestablished. Although disestablishment of the distribution depot increased the storage shortfall for the DLA, the Commission believes that DLA will be able to accommodate this shortfall via other public and private storage facilities.

Commission Recommendation

See McClellan Air Force Base, California.

Defense Contract Management District South (DCMDS), Marietta, Georgia

Category: Command and Control Mission: Perform contract administration services for DoD organizations and other U.S. Government agencies

One-time Cost: \$3.8 million Savings: 1996-2001: \$17.9 million

Annual: \$6.1 million

Return on Investment: 1999 (1 year)

FINAL ACTION: Disestablish

Secretary of Defense Recommendation

Disestablish DCMD South and relocate missions to DCMD Northeast and DCMD West.

Secretary of Defense Justification

The Contract Management Districts provide command and control, operational support, and management oversight for 90 Defense Contract Management Area Operations (DCMAOs) and Defense Plant Representative Offices (DPROs) located throughout the continental United States. Due to the impact of the DoD Force-Structure drawdown, budget cuts and the resulting decline in acquisition workload, a number of Area Operations Offices and Plant Representative Offices have been disestablished thereby reducing the span of control responsibility at the Districts. As

the drawdown continues, the number of Area Operations Offices and Plant Representative Offices is expected to decline even further. Based on the above, the closure of a district and realignment of assigned Area Operations Offices and Plant Representative Offices to the remaining two districts is feasible with only a moderate risk. Although the difference between second and third place was not sufficiently broad to dictate a clear decision by itself, DCMD South received the lowest military value score.

Military judgment determined that a single contract management district presence on each coast is necessary. A west coast district is required because of the high dollar value of contracts and the significant weapon-systems related workload located on the west coast.

There is a higher concentration of workload in the northeast, in terms of span of control, field personnel provided support services, numbers of contractors, and value of contract dollars obligated, than in the south. In addition, the northeast district supports its Area Operations Offices and Plant Representative Offices with a lower ratio of headquarters to field personnel than DCMD South. On the east coast, due to the higher concentration of workload in DCMD Northeast, as well as its significantly higher military value score, there is a clear indication that DCMD South is the disestablishment candidate. As a result, the BRAC Executive Group recommended to the DLA Director, and he approved, the disestablishment of DCMD South.

Community Concerns

The community contends that the trend is for companies to move their operations from northern to southern locations. Therefore, closing the Contract Management District in Marietta will result in dramatically increased travel costs for the remaining two District Offices in Boston and Los Angeles. They argued that these increased costs were not considered by DLA in the cost-to-close computations. The community further contended that current information management systems are not capable of handling the additional workload of the two remaining offices. The community recommended that DLA maintain three smaller and leaner Defense Contract Management District Offices. The community believes this approach would provide better service to the customer.

Commission Findings

The Commission found consolidating the Defense Contract Management Districts from three to two districts was a reasonable approach to increasing management efficiencies. The Commission also found the quantity of the assigned workloads, geographical locations, and other factors analyzed supported the Secretary's recommendation. Once the consolidation is completed, DLA will realize \$6.1 million per year steady-state savings with no mission degradation.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: disestablish DCMD South and relocate missions to DCMD Northeast and DCMD West.

Defense Contract Management Command International (DCMCI), Dayton, Ohio

Category: Command and Control
Mission: Perform command and control for
13 overseas Defense Contract Management
Area Operations offices outside the
continental United States
One-time Cost: \$3.1 million
Savings: 1996-2001: \$8.7 million
Annual: \$3.1 million
Return on Investment: 1999 (1 year)
FINAL ACTION: Realign

Secretary of Defense Recommendation

Realign the DCMCI (Gentile AFS), Dayton, Ohio, and merge its mission into the Defense Contract Management Command Headquarters (DCMC HQ), Ft. Belvoir, Virginia.

Secretary of Defense Justification

The mission of the DCMCI is to provide command and control, including operational and management control and oversight, for 13 overseas Defense Contract Management Area Operations (DCMAO) offices located outside of the continental United States. The Command's mission could be performed from any locality. Military judgment concluded that merging the mission with the headquarters affords the opportunity to capitalize on operational and management oversight and to maximize use of shared overhead with DCMC. It also affords the opportunity to take advantage of

the close proximity to the State Department and the international support infrastructure in Washington, DC, and surrounding areas. This decision is consistent with DLA BRAC 95 Decision Rules, the DCMC Concept of Operations and the Force-Structure Plan.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found merging Defense Contract Management Command International's mission into the Defense Contract Management Command Headquarters, Fort Belvoir, Virginia, was an effective method to increase efficiency and reduce costs. Moving this Command to Fort Belvoir capitalizes on this location's close proximity to the State Department and the international support infrastructure in Washington, D.C., which is vital to the Command's mission.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: realign the DCMCI (Gentile AFS), Dayton, Ohio, and merge its mission into the Defense Contract Management Command Headquarters (DCMC HQ), Ft. Belvoir, Virginia.

Defense Distribution Depot Columbus (DDCO), Columbus, Ohio

Category: Distribution Depots—
Stand-Alone Depots
Mission: Receive, store, and issue wholesale
and retail material in support of the
military services
One-time Cost: \$7.9 million
Savings: 1996-2001: \$51.2 million
Annual: \$11.6 million
Return on Investment: 1997 (Immediate)

Secretary of Defense Recommendation

FINAL ACTION: Realign

Realign the Defense Distribution Depot Columbus, Ohio, and designate it as a storage site for slow moving/war reserve material. Active material remaining at DDCO at the time of realignment will be attrited. Stock replenishment will be stored in optimum space within the distribution system.

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Secretary of Defense Justification

Defense Distribution Depot Columbus, is a Stand-Alone Depot that supports the two large east/west coast depots and is used primarily for storage capability and local area demand. The decision to realign the Columbus depot was based on storage requirements and capacity estimates for FY 01 and the need to comply with BRAC 95 Decision Rules. Columbus ranked sixth of six depots in military value for the Stand-Alone Depot category.

The other Stand-Alone Depots were not considered for realignment for the following reasons. The higher military value of both the Susquehanna (DDSC) and San Joaquin (DDJC) depots removed them from consideration for closure or realignment. The Richmond Depot (DDRV) was not selected for realignment because of the large amount of conforming hazardous material storage space, new construction and mechanization, and collocation with supply center, which has the best maintained facilities of any in DLA. Both the Ogden and Memphis distribution depots were selected for closure.

The decision to realign rather than close the Columbus depot was based on the need for inactive storage capacity in the overall system and with the long-range intent of minimizing use of this site as storage requirements decline. Moving highly active stock to San Joaquin and Susquehanna will allow DLA to take advantage of economies of scale from large distribution operations. The decision was also based on the further consideration that Columbus, the highest ranking DLA location in the Installation Military Value analysis, will remain open and most likely expand its operations, thereby allowing DLA to maximize the use of shared overhead and optimize the use of retained DLA-operated facilities. In addition, the Strategic Analysis of Integrated Logistics Systems (SAILS) model favored the retention of Columbus over either Ogden or Memphis. Realigning the Columbus depot is consistent with the DLA BRAC 95 Decision Rules and the Distribution Concept of Operations. Military judgment determined that it is in the best interest of DLA and DoD to realign DDCO.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found realigning the Defense Distribution Depot Columbus to a storage site for slow moving/war reserve material was cost-effective and efficient. Redesignating the distribution depot was consistent with the reduced requirement for storage capacity and the need to provide a low cost alternative for siting slow moving/war reserve material.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: realign the Defense Distribution Depot Columbus, Ohio, and designate it as a storage site for slow moving/war reserve material. Active material remaining at DDCO at the time of realignment will be attrited. Stock replenishment will be stored in optimum space within the distribution system.

Defense Distribution Depot Letterkenny (DDLP), Chambersburg, Pennsylvania

Category: Distribution Depots - Collocated Mission: Receive, store, and issue wholesale and retail material in support of DLA and the military services
One-time Cost: \$44.9 million

Savings: 1996-2001: \$-21.2 million (Cost)

Annual: \$12.4 million

Return on Investment: 2003 (3 years) FINAL ACTION: Disestablish

Secretary of Defense Recommendation

Disestablish the Defense Distribution Depot Letterkenny, Pennsylvania. Material remaining at DDLP at the time of disestablishment will be relocated to the Defense Distribution Depot Anniston, Alabama (DDAA) and to optimum storage space within the DoD Distribution System.

Secretary of Defense Justification

The Defense Distribution Depot Letterkenny is collocated with an Army maintenance depot, its largest customer. While Collocated Depots may support other nearby customers and provide limited world-wide distribution support, Letterkenny's primary function is to provide rapid response in support of the maintenance operation. The Distri-

bution Concept of Operations states that DLA's distribution system will support the size and configuration of the Defense Depot Maintenance System. Thus, if depot maintenance activities are disestablished, Collocated Depots will also be disestablished.

The recommendation to disestablish the Letterkenny depot was driven by the Army recommendation to realign Letterkenny Army Depot, Letterkenny's primary customer, and the Agency's need to reduce infrastructure. The Letterkenny depot was rated 3 of 17 in the Collocated Depot military value matrix. However, that military value ranking was based on support to the maintenance missions. With the realignment of the Army's maintenance mission to the Anniston Army Depot that value decreases significantly. Other customers within the Letterkenny area can be supported from nearby distribution depots. Production and physical space requirements can also be met by fully utilizing other depots in the distribution system.

Disestablishing DDLP is consistent with both the DLA BRAC 95 Decision Rules and the Distribution Concept of Operations. Military judgment determined that it is in the best interest of DLA and DoD to disestablish DDLP.

Community Concerns

See Letterkenny Army Depot, Pennsylvania.

Commission Findings

The Commission recommended realigning Letterkenny Army Depot by transferring the towed and self-propelled combat vehicle mission to Anniston Army Depot, Alabama. Because the Letterkenny Army Depot was the principal customer of Defense Distribution Depot Letterkenny, the Commission found the distribution depot was no longer required and should be disestablished. Although disestablishment of the distribution depot increased the storage shortfall for DLA, the Commission believes that DLA will be able to accommodate this shortfall via other public and private storage facilities.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: disestablish the Defense Distribution Depot Letterkenny, Pennsylvania. Material remaining at DDLP at the time of disestablishment will be relocated to the Defense Distribution Depot Anniston, Alabama (DDAA) and to optimum storage space within the DoD Distribution System.

Defense Industrial Supply Center (DISC), Philadelphia, Pennsylvania

Category: Inventory Control Point Mission: Provide wholesale support of

industrial type items to the military services

One-time Cost: \$55.1 million Savings: 1996-2001: \$21.2 million Annual: \$18.4 million

Return on Investment: 2000 (1 year)

FINAL ACTION: Disestablish

Secretary of Defense Recommendation

The Defense Industrial Supply Center is disestablished. Distribute the management of Federal Supply Classes (FSC) within the remaining DLA Inventory Control Points (ICP). Create one ICP for the management of troop and general support items at the Defense Personnel Support Center (DPSC) in Philadelphia, PA. Create two ICPs for the management of weapon system-related FSCs at the Defense Construction Supply Center (DCSC), Columbus, Ohio and the Defense General Supply Center (DGSC), Richmond, Virginia.

Secretary of Defense Justification

Four of the five Inventory Control Points manage differing mixes of weapon system, troop support, and general support items. Troop and general support items largely have different industry and customer bases than weapon system items. They are also more conducive to commercial support, and are thus managed differently than weapon system items. Consolidating management of items by the method of management required will improve oversight, streamline the supply management process, increase internal efficiency, and reduce overhead.

DLA manages nearly five times as many weapon system items as troop and general support items. A single troop and general support ICP is adequate, but two weapon system ICPs are necessary. DPSC is almost entirely a troop support ICP. No other ICP currently manages troop support items. The percentage of general support items at other ICPs is relatively small. Singling-up troop and general support items under DPSC management is the most logical course of action.

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DISC had the lowest military value of the three hardware ICPs. The Columbus and Richmond centers are host activities of compounds which house a number of DLA and non-DLA activities, conforming to the DLA decision rules concerning maximizing the use of shared overhead and making optimum use of retained DLA-operated facilities. Both the Richmond and Columbus sites have high installation military value, and take advantage of the synergy of a Collocated Depot. Both also have considerable expansion capability. The facilities at Columbus are the best maintained of any in DLA, and Richmond has several new buildings completed or in progress. DISC is a tenant on a Navy compound. Disestablishing DISC allows the Agency to achieve a substantial cost avoidance by back-filling the space already occupied by DISC and substantially reducing the amount of conversion required to existing warehouse space. Based on the above, military judgment concluded that disestablishing DISC is in the best interest of DLA and DoD.

Community Concerns

The Philadelphia community contends disestablishing the Defense Industrial Supply Center (DISC) and moving its weapon system coded items to the Defense General Supply Center (DGSC) would have a negative impact on military readiness. They reasoned that moving 1.4 million items over a relatively short period of time would substantially degrade performance for customers. They cited past experience where moving fewer items caused mission degradation. The community asserted that during the 1993 round of base closures, DLA determined that a mass movement of items would be risky. The community believes nothing has happened since BRAC 93 to minimize this risk. The community further contended that DISC, and not DGSC, should be the weapons system Inventory Control Point because DISC has a higher percentage of weapon system items than DGSC, and is better able to perform the complex work involved.

The community also argued that the cost savings were understated because the actual costs to move the items and the cost to keep Defense Personnel Support Center (DPSC) at its current location for an additional two years, while awaiting movement of personnel and items to DGSC, were not included in the COBRA costs. In addition, they believe that the synergy between the Navy's Aviation Supply Office and DISC, which

was recognized by the Navy during BRAC 95, was ignored by DLA. Finally, the community was concerned because disestablishment of DISC did not preserve job retention rights even though DLA assured employees in writing that maximum efforts would be exerted to ensure placements in the Philadelphia area.

Commission Findings

The Commission found DLA's Concept of Operations to consolidate management of weapon system and troop and general support items was a rational approach to increase management efficiencies and achieve significant annual savings. Moreover, the Commission found that disestablishing DISC allowed DLA to distribute item management responsibility among three geographically separated Inventory Control Points, two dedicated to weapon system management and one to troop and general support management. Pursuing this option also allowed DLA to achieve a substantial cost avoidance by back-filling space presently occupied by DISC with the new Troop and General Support Inventory Control Point without substantial building modification. In addition, the Commission believes DLA should ameliorate job losses at DISC by offering displaced employees positions at the new Troop and General Support Inventory Control Point.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the forcestructure plan and final criteria. Therefore, the Commission recommends the following: the Defense Industrial Supply Center is disestablished. Distribute the management of Federal Supply Classes (FSC) within the remaining DLA Inventory Control Points (ICP). Create one ICP for the management of troop and general support items at the Defense Personnel Support Center (DPSC) in Philadelphia, PA. Create two ICPs for the management of weapon system-related FSCs at the Defense Construction Supply Center (DCSC), Columbus, OH and the Defense General Supply Center (DGSC), Richmond, VA.

Defense Distribution Depot Memphis (DDMT), Memphis, Tennessee

Category: Distribution Depots - Stand-Alone Mission: Receive, store, and issue wholesale and retail material in support of the military services One-time Cost: \$85.7 million Savings: 1996-2001: \$14.8 million Annual: \$23.8 million Return on Investment: 2001 (3 years)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Defense Distribution Depot Memphis, Tennessee. Material remaining at DDMT at the time of closure will be relocated to optimum storage space within the DoD Distribution System. As a result of the closure of DDMT, all DLA activity will cease at this location and DDMT will be excess to DLA needs.

Secretary of Defense Justification

Defense Distribution Depot Memphis, is a Stand-Alone Depot that supports the two large east and west coast depots and is used primarily for storage capability and local area demand. It is also the host for the Memphis complex. The decision to close the Memphis depot was based on declining storage requirements and capacity estimates for FY 01 and on the need to reduce infrastructure within the Agency.

Memphis tied for third place out of the six Stand-Alone Depots in the military value analysis. The higher scores for the Susquehanna and San Joaquin distribution depots in this analysis removed them from further consideration for closure. The variance of only 37 points out of a possible 1,000 between the third and sixth place depots in the military value analysis for this category reinforced the importance of military judgment and compliance with the DLA BRAC 95 Decision Rules in the decision-making process.

A further consideration was the Agency's desire to minimize distribution infrastructure costs. Closure of an entire installation will allow DLA to reduce infrastructure significantly more than disestablishment of a tenant depot (DDCO at Columbus, Ohio, and DDRV at Richmond, Virginia). Memphis was rated six out of six in the Installation Military Value analysis. The Columbus installation ranked the highest. The facilities at Richmond are the best maintained of any in DLA. Both Columbus and Richmond take advantage of the synergy of a collocated Inventory Control Point. This closure action conforms to the Decision Rules to maximize the use of shared overhead and make optimum use of retained DLA-operated facilities, while closing an installation.

In addition, the Strategic Analysis of Integrated Logistics Systems (SAILS) model optimized system-wide costs for distribution when the Ogden and Memphis depots were the two Stand-Alone Depots chosen for closure. Sufficient throughput and storage capacity are available in the remaining depots to accommodate projected workload and storage requirements. Closing DDMT is consistent with the DLA BRAC 95 Decision Rules and the Distribution Concept of Operations. Therefore, military judgment determined that it is in the best interest of DLA and DoD to close DDMT.

Community Concerns

The community contends that DLA should retain the Distribution Depot at Memphis because of its excellent infrastructure. The Memphis area is known as "America's Distribution Center." The depot is located near major highways, rail, air, and shipping facilities, and has never been closed due to weather. The community was dismayed that weather factors were considered during DLA's BRAC 93 analysis, but not in BRAC 95. Because of these factors, the community argued that the depot is strategically sited to support any major regional conflict. This support would be especially vital if support for two simultaneous regional conflicts was required. The community contends that closure of both the Memphis and Ogden Depots was predetermined when DLA (1) combined the Tracy and Sharpe Depots into the San Joaquin, California Depot and the New Cumberland and Mechanicsburg Depots into the Susquehanna. Pennsylvania Depot, effectively removing them from further BRAC consideration; (2) determined it would maintain a distribution presence at service maintenance facilities; and (3) performed an installation military value analysis. The community argued that military value had not been properly assessed because DLA removed tenant missions, all depots were given equal credit for rail and surface capabilities, proper consideration was not given for consolidated containerization capabilities, and throughput capacity was underestimated. Finally, the community argued closure of the depot would impact the minority community disproportionately since approximately 80% of the Depot's employees are African-Americans.

Commission Findings

The Commission found that force-structure reductions had resulted in a corresponding decrease in DoD's storage requirements. Moreover, the Com-

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mission found the distribution depots designated as primary distribution sites on the east and west coasts provide sufficient mobilization support. Therefore, the Commission found closing Defense Distribution Depot Memphis would reduce both overall excess capacity and infrastructure within the Defense Distribution Depot system and, at the same time, yield significant cost savings. The Commission recognizes the adverse economic impact on the Memphis African-American community. Although closure of the distribution depot increases the storage shortfall for the DLA, the Commission believes that DLA will be able to accommodate this shortfall via other public and private storage facilities. The Commission believes leasing space in the local area is a viable option for accommodating any short or long-term shortfall.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: close Defense Distribution Depot Memphis, Tennessee. Material remaining at DDMT at the time of closure will be relocated to optimum storage space within the DoD Distribution System. As a result of the closure of DDMT, all DLA activity will cease at this location and DDMT will be excess to DLA needs.

Defense Distribution Depot Red River (DDRT), Texarkana, Texas

Category: Distribution Depots - Collocated Mission: Receive, store, and issue wholesale and retail material in support of the military services

One-time Cost: None Savings: 1996-2001: None Annual: None

Return on Investment: None FINAL ACTION: Remain Open

Secretary of Defense Recommendation

Disestablish the Defense Distribution Depot Red River, Texas. Material remaining at DDRT at the time of disestablishment will be relocated to the Defense Distribution Depot Anniston, Alabama, (DDAA) and to optimum storage space within the DoD Distribution System.

Secretary of Defense Justification

The Defense Distribution Depot Red River is collocated with an Army maintenance depot, its larg-

est customer. While Collocated Depots may support other nearby customers and provide limited world-wide distribution support, Red River's primary function is to provide rapid response in support of the maintenance operation. The Distribution Concept of Operations states that DLA's distribution system will support the size and config-uration of the Defense Depot Maintenance System. Thus, if depot maintenance activities are disestab-lished, Collocated Depots will also be disestablished.

The recommendation to disestablish the Red River depot was driven by the Army recommendation to realign its Red River Army Depot, Red River's primary customer, and the Agency's need to reduce infrastructure. DDRT was rated 5 of 17 in the Collocated Depot military value matrix. However, that military value ranking was based on support to the maintenance missions. With the realignment of the Army's maintenance mission to Anniston, Alabama, that value decreases significantly. Other customers within the DDRT area can be supported from nearby distribution depots. Production and physical space requirements can also be met by fully utilizing other depots in the distribution system.

Disestablishing DDRT is consistent with both the DLA BRAC 95 Decision Rules and the Distribution Concept of Operations. Military judgment determined that it is in the best interest of DLA and DoD to disestablish DDRT.

Community Concerns

The community contends that because 85% of the depot's mission is to provide support to bases in the central United States rather than the Army Depot, Defense Distribution Depot Red River should have been evaluated as a Stand-Alone Depot. The community argued that elimination of the depot would deprive DoD of storage facilities to accommodate surge requirements in times of national crisis. They further raised concerns over the efficiency and cost effectiveness of maintaining only two primary stand-alone distribution facilities in San Joaquin, California and Susquehanna, Pennsylvania. In addition, the community contended that DLA had overstated the savings and understated the costs for this action. The community asserted that the cost to relocate the vehicles and other material located at the depot was \$319 million, significantly above DLA's figure of \$58.9 million. The community's figure would make the return on investment for this action 22 years, not 2 years as calculated by DLA.

The community further asserted that the depot's preservation/packaging and support of rubber products mission was not considered in DLA's analysis. A storage capability would still be required because these missions will remain at Red River. Finally, the community argued that closing both the Army and the Distribution Depot would be economically devastating to the community, because this facility is the largest employer in the area.

Commission Findings

The Commission recommended that the Red River Army Depot be realigned and that maintenance missions related to the Bradley Fighting Vehicle Series be retained. In addition, the Commission recommended retention of the Rubber Production Facility and other activities supported by the Defense Distribution Depot Red River. The Commission found, therefore, the Defense Distribution Depot Red River, which provided principal support to the Red River Army Depot, was required and should remain open.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criterion 1. Therefore, the Commission recommends the following: the Defense Distribution Depot Red River (DDRT) remains open and is not disestablished. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Defense Distribution Depot San Antonio (DDST), San Antonio, Texas

Category: Distribution Depots - Collocated Mission: Receive, store, and issue wholesale and retail material in support of the military services

One-time Cost: \$22.1 million* Savings: 1996-2001: \$32.7 million* Annual: \$18.5 million*

Return on Investment: 1999 (Immediate)

FINAL ACTION: Disestablish

* Also included in Kelly Air Force Base, Texas costs and savings.

Secretary of Defense Recommendation

None. The Commission added this military installation to the list of bases to be considered by the Commission for closure or realignment as a proposed change to the list of recommendations submitted by the Secretary of Defense.

Community Concerns

See Kelly Air Force Base, Texas.

Commission Findings

The Commission recommended closing the San Antonio Air Logistics Center and consolidating its maintenance function among the remaining Air Logistics Centers or the private sector. Because the San Antonio Air Logistics Center was the principal customer of Defense Distribution Depot San Antonio, the Commission found the distribution depot was no longer required and should be disestablished. Although disestablishment of the distribution depot increases the storage shortfall for the DLA, the Commission believes that DLA will be able to accommodate this shortfall via other public and private storage facilities.

Commission Recommendation

See Kelly Air Force Base, Texas.

Defense Distribution Depot Ogden (DDOU), Ogden, Utah

Category: Distribution Depots - Stand-Alone Mission: Receive, store, and issue wholesale and retail material in support of the military services

One-time Cost: \$110.8 million

Savings: 1996-2001: \$-28.0 million (Cost)

Annual: \$21.3 million

Return on Investment: 2003 (4 years)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Defense Distribution Depot Ogden, Utah, except for a 36,000 square foot cantonment for Army Reserve personnel. Material remaining at DDOU at the time of closure will be relocated to optimum storage space within the DoD Distribution System. As a result of the closure of DDOU, all DLA activity will cease at this location and DDOU will be excess to DLA needs.

Secretary of Defense Justification

The Defense Distribution Depot Ogden is a Stand-Alone Depot that supports the two large east and west coast depots and is used primarily for storage capability and local area demand. It is also the host for the Ogden complex. The decision to close the Ogden depot was based on declining storage requirements and capacity estimates for FY 01 and on the need to reduce infrastructure within the Agency.

Ogden tied for third place out of the six Stand-Alone Depots in the military value analysis. The higher scores for the Susquehanna and San Joaquin distribution depots in this analysis removed them from further consideration for closure. The variance of only 37 points out of a possible 1,000 between the third and sixth place depots in military value ranking for this category reinforced the importance of compliance with the DLA BRAC 95 Decision Rules and military judgment in the decision-making process.

A further consideration was DLA's desire to minimize distribution infrastructure costs. Closure of an entire installation will allow DLA to reduce infrastructure significantly more than disestablishment of a tenant depot (DDCO at Columbus, Ohio, and DDRV at Richmond, Virginia). The Ogden depot was rated five of six in the Military Value Installation analysis. The Columbus installation ranked the highest. The facilities at Richmond are the best maintained of any in DLA. Both Columbus and Richmond take advantage of the synergy of a collocated Inventory Control Point. This action conforms to the DLA Decision Rules to maximize the use of shared overhead and make optimum use of retained DLA-operated facilities while closing an installation.

In addition, the Strategic Analysis of Integrated Logistics Systems (SAILS) model optimized system-wide costs for Distribution when Ogden and Memphis were the two Stand-Alone Depots chosen for closure. Sufficient throughput and storage capacity are available in the remaining depots to accommodate projected workload. Closing the Ogden depot is consistent with the DLA BRAC 95 Decision Rules and the Distribution Concept of Operations. Military judgment determined that it is in the best interest of DLA and DoD to close DDOU.

Community Concerns

The community contends the closure of the Ogden Depot was predetermined when DLA combined the Tracy and Sharpe Depots into the San Joaquin, California Depot and the New Cumberland and Mechanicsburg Depots into the Susquehanna, Pennsylvania Depot, and desig-

nated them both as primary distribution sites, effectively removing them from further BRAC consideration. The community argued that each of the depots should have been treated separately and equally. The community further contended that Ogden is DLA's most cost efficient depot. They argued that DLA did not recognize the Ogden Depot as the most efficient operation in the DLA Distribution System. The community further asserted that the shipping costs from the Ogden Depot are lower than from the San Joaquin, California Depot. In addition, they argued that the supplier destination costs would increase as items shipped from east coast suppliers would have to pass the Ogden area for storage at the San Joaquin Depot, only to be reissued to bases located east of the San Joaquin Depot. The community also argued that since any depot can perform the functions of a Consolidated Containerization Point, no points should have been given for this capability. DLA gave such points only to those depots currently performing the function (San Joaquin and Susquehanna Depots). The community also asserted that DLA underestimated the depot's throughput capacity, did not consider all of its tenants in the installation military value analysis, and did not consider the Army's desire to retain the deployable medical systems (DEPMEDS) mission at Ogden.

Commission Findings

The Commission found that force-structure reductions had resulted in a corresponding decrease in DoD's storage requirements. Moreover, the Commission found the distribution depots designated as primary distribution sites on the east and west coasts provide sufficient mobilization support. Therefore, the Commission found closing Defense Distribution Depot Ogden (DDOU) would reduce both overall excess capacity and infrastructure within the Defense Distribution Depot system and, at the same time, yield significant cost savings. The Commission found, however, that the Deployable Medical Systems mission performed by DDOU for the Army was essential to military readiness and should remain, as requested by the Executive Agent (US Army), in the Ogden area. Moreover, the Commission found that the Army Reserve requirement at DDOU was greater than the 36,000 sq. ft. identified in the DoD recommendation. In fact, the Army Reserve notified the Commission that the requirement, although not exactly determined, was substantially above 36,000 sq. ft. Although closure of the distribution depot increases the storage shortfall for the DLA, the Commission believes that DLA will be able to accommodate this shortfall via other public and private storage facilities. The Commission believes leasing space in the local area is a viable option for accommodating any short or long-term shortfall.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 2 and 3. Therefore, the Commission recommends the following: close Defense Distribution Depot Ogden, Utah except for minimum essential land and facilities for a Reserve Component enclave. Material remaining at DDOU at the time of closure will be relocated to optimum storage space within the DoD Distribution System. As a result of the closure of DDOU, all DLA activity will cease at this location and DDOU will be excess to DLA needs. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

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Defense Investigative Service (DIS)

Investigations Control and Automation Directorate, Fort Holabird, Baltimore, Maryland

Category: Investigations Control and Automation

Mission: Receives and controls all requests for investigations and maintains all

investigative records One-time Cost: \$11.1 million

Savings: 1996-2001: \$-0.5 million (Cost)

Annual: \$0.5 million

Return on Investment: 2003 (5 years)

FINAL ACTION: Relocate

Secretary of Defense Recommendation

Relocate the Defense Investigative Service (DIS), Investigations Control and Automation Directorate (IC&AD) from Fort Holabird, Maryland, to a new facility to be built on Fort Meade, Maryland. This proposal is a revision to the 1988 Base Closure Commission's recommendation to retain the Defense Investigative Service at Fort Holabird. Once DIS vacates the building on Fort Holabird, the base will be vacant.

Secretary of Defense Justification

The IC&AD is located in Building 320, a Korean War-era building. The building is in disrepair and continues to deteriorate costing over \$0.3 million in repairs since FY 1991 in addition to the annual Interservice Support Agreement cost of approximately \$0.4 million. A recent Corps of Engineers (COE) Building Analysis indicated that the cost to bring the building up to code and to correct the environmental deficiencies would cost DIS approximately \$9.1 million based on current space requirements. A military construction project on Fort Meade based on 1998 DIS force-structure is estimated to cost \$9.4 million.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found it was cost effective to move DIS's Investigations Control and Automation Directorate to new facilities on Fort Meade, Maryland, rather than renovate its current facilities on Fort Holabird or move into leased space. The Commission also found that moving the organization to Fort Meade would improve the work environment, enhance security, and maintain a knowledgeable work force. These factors are all consistent with DoD policy.

Commission Recommendation

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: relocate the Defense Investigative Service (DIS), Investigations Control and Automation Directorate (IC&AD) from Fort Holabird, Maryland, to a new facility to be built on Fort Meade, Maryland. This proposal is a revision to the 1988 Base Closure Commission's recommendation to retain the Defense Investigative Service at Fort Holabird. Once DIS vacates the building on Fort Holabird, the base will be vacant.

CHAPTER 2 LIFE AFTER BASE CLOSURE

The Defense Base Closure and Realignment Act of 1990 provides the Defense Base Closure and Realignment Commission the statutory authority to review and analyze recommendations from the Secretary of Defense for base closures and realignments. After six years of base closings (the 1988 round under Public Law 100-526, and the 1991 and 1993 rounds under the current law), the Commission has accumulated much information, heard many suggestions, and learned many lessons about how the Federal government can more effectively assist communities affected by base closures to recover from the economic consequences of a base closure.

The Commission believes that in addition to making recommendations to close or realign military bases during the 1995 round, it is also appropriate to undertake two other tasks not mandated in its charter. These tasks are:

- to examine the current status of reuse programs and regulations; and,
- to make recommendations to the President, Congress, and communities for improving the Federal government's performance in fostering a timely, successful transition of bases from military use to civilian reuse.

This Commission will cease to exist, under current law, on December 31, 1995. The disruption visited upon hundreds of communities by its decisions, however, will continue for many years to come. The purpose of this section of the Commission's report is to offer suggestions to improve the interaction among Federal, state, and local officials, as well as the private sector, that is so critical to economic development.

OVERVIEW OF THE CURRENT REUSE PROCESS

Key Elements

In this report, "reuse" refers to the new use of a former military base intended for productive civilian activities.

The Local Redevelopment Plan: Critical to the reuse process is a comprehensive redevelopment plan which contains various options the community intends to use to create jobs and effect economic recovery. The plan is developed by local community representatives who are recognized by the Department of Defense to carry out the redevelopment plan. The plan is also used as the basis for a federally required environmental impact analysis.

Property Disposal Process: Normally, the General Services Administration (GSA) is responsible for Federal property disposal. Pursuant to statutory direction, however, the Administrator of GSA has delegated the authority to dispose of military facilities to the Secretary of Defense, who has redelegated the authority to the Secretaries of the military departments.

Once the disposing military department determines it no longer needs to retain real property on a closing base, priority claims for use of the property go to DoD entities, and then to other federal agencies. If no federal agency requests the property, it is declared surplus. State and local governmental entities, including redevelopment authorities, may acquire the property through direct sales, public benefit conveyance, or economic development conveyance.

Transfers of property on those bases that will be closed under the 1995 Base Realignment and Closure (BRAC) process are exempted from claims on behalf of homeless care providers that receive priority in other Federal property transfers. Transfers of property at bases closed in previous BRAC rounds are also eligible for this alternate process if the local redevelopment authority opts for it. In such cases, a community reuse plan must balance the needs of the homeless with other community and economic development needs.

Public Benefit Conveyance: Under a public benefit conveyance, closing base property may be transferred by the disposing military department in conjunction with other Federal agencies, for use by the local community at minimal or no cost for certain specified purposes. Examples include property used for airports, parks, schools, health care, ports, or prisons. In many cases, the continued presence of significant public services on former bases can provide an anchor to attract additional development.

Economic Development Conveyance: As an incentive to provide immediate jobs and to speed up economic redevelopment, the disposing military department may sell or lease all or portions of the real property, either at or below the fair market value, to a local redevelopment authority.

The disposing military department may also negotiate terms and conditions of payment for the property with the local redevelopment authority, and may transfer the property with or without initial payment, or with only partial payment at the time of transfer. In addition, the property may be transferred for in-kind services, such as environmental restoration, or exchanged for other real property. Generally, DoD and the local redevelopment authority share any net profits in cases where property is conveyed without an initial cost and is subsequently leased or sold.

Environmental Restoration: Environmental restoration of military bases is often the most difficult obstacle to civilian reuse. A transfer of real property by deed cannot be made until environmental cleanup is completed, or a clean-up remedy is in place and operating successfully. As a result of this prohibition, leasing base closure property to communities and businesses in advance of transfer has become a common practice. It is a means of giving communities and businesses early access to the property so that they may begin the economic redevelopment process.

In preparation for reuse, each major closing base has a BRAC cleanup team of experts from the DoD, the Environmental Protection Agency (EPA), and the state regulatory agencies. The team is responsible for expediting and improving environmental response actions in order to facilitate disposal and reuse, while protecting human health and the environment. Generally, DoD does not accelerate cleanup if the property is not likely to be used by the community or another user. The team also solicits public input on cleanup plans and on progress of the plans from community members of the local Restoration Advisory Boards.

The DoD BRAC account is the exclusive source of funds for environmental restoration at closing bases. This account is funded by annual appropriations and by proceeds from the sale of base closure properties. According to DoD, as of March 31, 1995, of the 252 military installations closed in the 1988, 1991, and 1993 BRAC rounds, there have been 24 negotiated or public sales (adding \$69.4 million to the account), and three sales via economic development (adding \$59.2 million to the account).

The issues of air quality and the reduction of air pollutants present a unique problem for some communities that are impacted by base closures. Communities which do not meet Federal standards for air quality are required to reduce air emissions in state implementation plans under the Clean Air Act.

Presently, there is no guarantee that the air emission credits available to the closing bases will be made available for reuse to the communities. The DoD may wish to retain the credits for its other installations in the same air district. This raises at least one major emission credits issue which continues to be unresolved: should air emission credits be retained for base reuse as personal property, or does DoD have priority claims on the credits and, therefore, may retain them for its own use elsewhere? At this writing, emissions trading rules have yet to be issued by DoD.

Federal Agencies and Reuse

Many Federal departments and agencies provide programs that in some way directly or indirectly impact reuse activities. Although not inclusive, the following provide some major reuse programs.

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The Department of Defense is the primary agency for setting overall policies relating to reuse at closing bases. It has delegated the responsibility for transferring and leasing base closure properties to each of its military departments. The DoD is also responsible for preparing environmental impact analyses, and for cleanup of contaminants at military bases.

The DoD retains responsibility for cleaning up any contamination caused by DoD that is discovered subsequent to transfer. It is not responsible, however, for cleanup of contaminants caused by future users. Additionally, DoD indemnifies transferees (owners or leasees) for any damages caused by contamination associated with DoD activities.

The DoD's Office of Economic Adjustment (OEA) offers technical assistance to local communities on how to organize for reuse activities. It also provides limited economic development planning grants as transitional assistance.

The Department of Commerce's (DOC) Economic Development Administration (EDA) provides grants to help communities implement comprehensive and innovative economic development strategies in response to base closures, including projects involving architectural and utility renovations, and overall industrial developments.

The Department of Education (DOEd) offers programs to certain former military and civilian personnel.

The Department of the Interior (DOI) ensures compliance with the Endangered Species Act. Many military bases have extensive wetland areas, and many have wildlife habitats.

The Department of Labor (DOL) provides retraining services and other readjustment services to communities for defense workers, particularly civilians at closing bases.

The Environmental Protection Agency (EPA) is the regulatory agency that oversees DoD's completion of environmental remedial investigations and feasibility studies, sets cleanup schedules, and selects environmental remedies for military bases on the National Priority List. The EPA concurs on DoD's identification of uncontaminated property, and participates as a member of the BRAC Cleanup Team at closing bases.

The Federal Aviation Administration (FAA) determines whether military airfield components are part of the National Airspace System, and if they should be retained within this system. The FAA

also assists communities with design criteria and procedures when converting military airfields to civil aviation use.

The Small Business Administration (SBA) provides loan guarantees and management and technical assistance to small businesses impacted by base closings.

Legislative and Administrative Changes Affecting Reuse Activities

In recent years, Congress has passed, and the Executive Branch has implemented, far-reaching new laws to assist impacted communities. The DoD, EPA, DOL, and other Federal agencies have also adopted innovative regulatory and policy changes that provide a variety of assistance to impacted communities, their workers, and businesses. The most significant of the changes are discussed below.

- 1) The Community Environmental Response Facilitation Act (CERFA) was enacted in 1992 to release uncontaminated property for early reuse. It amends the basic legal framework (Section 120 of the Comprehensive Environmental Response, Compensation, and Liability Act or CERCLA, also known as the Superfund law) for the identification, restoration, and transfer of contaminated military properties. CERFA requires that uncontaminated parcels of land at closing bases be identified, and allows these clean parcels to be transferred while long-term cleanup of contaminated parcels continues. In addition, CERFA allows the transfer of property by deed when the cleanup remedy is in place and operating successfully.
- 2) On July 2, 1993, President Clinton announced a Five Point Plan to redevelop communities affected by base closures and realignments. The major goals of the plan are to create expeditious community redevelopment, and to foster new jobs in communities facing base closings. The plan was designed to offer communities: a) jobs-centered property disposal; b) larger Federal grants for economic development planning and technical assistance; c) on-site base transition coordinators as community ombudsmen; d) easy access to transition and redevelopment help; and e) fast-track environmental remediation for base reuse.
- In 1993, Congress adopted a series of legislative provisions introduced by Senator Pryor of Arkansas during consideration of the National

Defense Authorization Act for Fiscal Year 1994. These provisions, referred to as the Pryor Amendments, incorporate and expand the President's Five Point Plan. The Pryor Amendments permit the Secretary of Defense to transfer or lease all or portions of closing military bases to communities at or below fair market value or-in some cases-at no cost, and to negotiate terms and conditions of payments for properties. The legislation also permits the military departments to sell a parcel of land for the cost of cleanup or in exchange for cleanup at a closing base. In addition, the Pryor Amendments allow certain personal property—any property except land, fixed-inplace buildings, ships and Federal records—to be retained at the closing base to facilitate reuse, if there is no military need for the property.

- 4) The Base Closure Community Redevelopment and Homeless Assistance Act, enacted into law on October 25, 1994, deleted the statutory requirement of the Stewart B. McKinney Homeless Assistance Act to give priority claims for excess base closure properties to organizations that provide housing and services to the homeless. The new law balances local economic and community development needs with needs of the homeless in a way that is supportive of overall redevelopment efforts.
- 5) Legislation was included in the National Defense Authorization Act of 1995 to prohibit the Pentagon and the Commission, in their base closure and realignment decision-making processes, from penalizing communities that begin early reuse planning for redevelopment. In addition, this legislation also permitted DoD to provide financial assistance to communities for early reuse planning.

HEARINGS AND SITE VISITS

The Commission held two public hearings in Washington, D.C. to address reuse issues and activities. During the first hearing, the Commission received testimony from Senator David Pryor of Arkansas, from local governmental officials and representatives of various organizations involved with reuse activities.

During the second hearing, the Commission received testimony from representatives of Executive Branch departments and agencies responsible for implementing reuse programs and activities. The Commission also received letters, documents, and information about the reuse process from a variety of other sources, including Members of Congress and concerned citizens. Finally, the Commission staff conducted three fact-finding site visits, made numerous office visits, and maintained an active dialogue with community groups and organizations.

FINDINGS

- 1) The Commission believes that the Executive Branch has recognized the difficulties communities face when military bases are closed or realigned. The Executive Branch and Congress have worked to reform the reuse process, and to provide financial and manpower assistance to the affected areas. The Commission found that as a result of the joint efforts, major achievements have been accomplished, such as the acceleration of cleanup efforts for contaminated sites on closing military bases, and improved local determination for the consideration of needs of the homeless in the reuse process.
- 2) The Commission found that DoD, through the military departments and defense agencies, has a continuing responsibility to clean up contaminated property at defense facilities. This obligation remains the same whether a base is closed pursuant to the base closure statutes or remains an open base. Federal agencies, including DoD, are precluded, however, from transferring property to another owner until that property is cleaned up. Specifically, section 120(h) of CERCLA requires DoD to include in the deed of sale a covenant that "all remedial action necessary to protect human health and the environment...has been taken." To promote interim reuse while cleanup continues, DoD needs clear statutory authority that it can enter into long term leases of land that is not suitable for transfer. While the land should be leased only if there is no threat to public health and safety, long term leases are key to beginning the reuse process. DoD and EPA have already put into place a mechanism to determine when land is suitable to lease. However, DoD should be provided clear authority to enter into long term leases. Without long term leases, financing for redevelopment is difficult to obtain, and reuse is delayed.

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- 3) Clearly, environmental cleanup is very costly. Funding levels for environmental restoration programs are declining. This could mean postponement of environmental cleanup, presenting further difficulties for impacted communities. The Commission notes that Congress is considering reduced funding levels for other Federal programs that are essential to communities for economic recovery, such as the OEA and EDA programs, and job training and retraining programs. The Commission feels strongly that adequate funding is crucial to programs that: a) assist in environmental restoration; b) help communities organize for reuse, and offer economic development planning grants and economic devastation grants; c) provide job training and retraining; and d) offer infrastructure and aviation improvements, and overall industrial development. A reduction of funding for any of these programs will cause a significant setback for communities that are working to recover from base closures.
- 4) Recently, the General Services Administration issued a ruling that would prevent DoD from making property available to a local redevelopment authority if the DoD continues to use the property, and DoD is interested in leasing rather than retaining ownership of the property. In some instances, when a base closes, some tenants remain on the base in an enclave. Oftentimes, these tenants are reserve or guard units with strong ties to the community. The units are left with the responsibility to maintain the small parcel of Federal property that is an island in the middle of the community's redevelopment effort. Should the DoD tenants decide to move outside of the base closure process, the community would be unable to acquire the property under the base closure statutes and would have to revert to acquiring the property under normal procedures of the Federal Property Act. The Commission believes that in some limited circumstances, it may be in the best interests of the communities and the remaining DoD tenants to allow the property to be transferred to the reuse authority, which would in turn lease the property back to the tenants for a token amount, generally \$1 per year.
- 5) The Commission received testimony from many communities that the property disposition process is insensitive to local concerns.

- The communities believe that in some instances, properties selected for Federal uses leave communities with a hodgepodge of disjointed parcels unsuitable for the development of any cohesive plan.
- 6) The Commission found that achieving sufficient environmental cleanup in a timely fashion presents one of the greatest obstacles in the entire reuse process. During the March 16, 1995, Commission hearing, numerous witnesses expressed concern about delay in environmental cleanup at closing bases that hampers communities engaged in economic redevelopment. The Commission believes that after public health concerns have been addressed, the most commercially viable properties should be given priority for site investigation and cleanup.
- 7) The Commission heard testimony that there are frequent delays in the formal screening of real property at closing bases that have been deemed excess to the needs of DoD and surplus to the needs of the Federal government. Notwithstanding statutory deadlines for completing the screening process, the system is often unnecessarily slow and cumbersome.
- 8) On April 6, 1994, DoD issued an interim final rule, and on October 26, 1994, issued an amendment to the rule which, together, implement the President's Five Point Plan, the Pryor Amendments, and the Homeless Assistance Act Amendments. The interim final rule provides guidance to DoD on its authority to give priority to early reuse of real and personal properties on closing military bases in order to stimulate and encourage community reinvestment and speedy job creation. The interim final rule amendment clarifies the application process and criteria to be used to evaluate applications for real properties on the bases. The Commission found that as of this writing, the final rule to implement essential reuse programs has not been promulgated.
- 9) The Commission found that allocating air emission credits or planning offsets presents problems for some communities located in areas which do not meet Clean Air Act standards for air quality. Military installations that remain open or expand in the same air basin may need air credits or planning offsets that could be used by communities to attract businesses and revitalize economic activities at losing bases. The Commission found the issue

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- of who should retain the air emission credits or offsets, the community or DoD, continues to be unresolved.
- 10) Officials of the Environmental Protection Agency told the Commission they believe some military departments do not retain senior environmental staff throughout the BRAC cleanup process. The EPA testified that its experience shows as bases downsize for closure, they often lose the most experienced environmental cleanup personnel. According to EPA, an experienced and knowledgeable BRAC Cleanup Team is a significant element in the speedy environmental cleanup at a closing base.
- 11) Most major closing bases have an on-site Base Transition Coordinator (BTC) who works with the local community as an ombudsman. Base Transition Coordinators often serve as a conduit between the community and Federal departments and agencies. The Commission found that, far too often, decisions by BTCs at the local level are revoked by higher headquarters.
- 12) The Commission found that while many communities value the importance of advance planning for the transition of closed bases to civilian use, a significant number of communities delayed early planning for fear it would be counted against them in the base closure and realignment decision-making process. The Commission found that over the years, seminars have been held, information has been printed and disseminated, discussions have been had, and just last year, legislation was enacted, all with the intent to inform the public that early planning for base closings is a wise decision, and that decision-makers will not use their early planning against them. Nevertheless, the Commission found that many communities continue to delay advance reuse planning to avoid a perception that the community is preparing for a potential base closure or realignment.
- 13) Many local officials in areas where major military installations are located believe base closures will result in severe economic disruption to their local communities. For many of them, the military bases are the largest employers. Moreover, the Commission recognizes that generally, urban areas tend to attract reuse activities more easily than rural areas because urban areas tend to have a more diverse economy and a greater demand for those services and the real estate that a redeveloped military base can offer.

RECOMMENDATIONS

TO CONGRESS:

- The Commission believes certain legislative changes to the statutory cleanup process could benefit the communities by returning property to productive reuse and save money in the long run. These changes were suggested initially by DoD, and in some instances, in conjunction with EPA:
 - a) Allow DoD to take into consideration the long-term, anticipated land use when making cleanup decisions. According to DoD, this would facilitate the transfer of property and yield better coordinated cleanups and reuse plans.
 - b) Provide flexibility in the choice of remediation methods—permanent solutions may not make sense in all instances.
 - c) Provide EPA with discretionary authority similar to that enjoyed by private sites not to place closing military bases on the National Priority List (NPL) if, in EPA's judgment, sufficient progress is being made towards cleanup.
 - d) Clarify section 120(h) of CERCLA to allow long term lease of contaminated property at closing military bases. This would help to speed up the return of bases to productive reuse, and ensure DoD access to the property to perform the required remediation.
 - e) Amend CERFA to clarify that storage of hazardous material does not automatically prevent a parcel of land from being clean, if the amount of material stored was either minimal or if there was no release. According to DoD, the current statutory language excludes many residential areas from being considered clean parcels because domestic hazardous materials, such as paint and home heating oil, were stored for more than a year.
- 2) The Commission recommends that Congress provide adequate funding levels to those programs that are determined to impact critically on community planning and economic development (including the OEA and EDA programs), and job training and retraining (various Labor Department programs).
- 3) The Commission recommends Congress carefully review and support DoD funding levels to meet its environmental obligations to clean up contamination and prevent future contamination.

- The Commission believes Congress should provide adequate funding levels for environmental restoration activities at closing bases.
- 4) The Commission recommends a change in the property disposal law to allow all parties demonstrating an interest in property at closing bases to come to the table at the same time, bringing their needs and requests for evaluation. This would allow for planned reuse decisions that meet the needs of the local community, and would retain within the Executive Branch the ability to obtain property for beneficial public uses. The current system permits former military bases to be "picked apart" by other Federal agencies, which have first call on the most desirable portions of the installation.

TO THE EXECUTIVE BRANCH:

- The Commission recommends DoD clean up the most commercially viable contaminated base areas first, and the least desirable contaminated areas later, as long as the sites are stabilized and no public health threats are imminent.
- 2) The Commission recommends DoD and other Federal government departments and agencies adhere to the statutory deadlines for completing the screening process of surplus real property at closing bases.
- 3) The Commission urges the General Services Administration to reconsider its interpretation of the Federal Property Act to allow the transfer and leaseback of base closure property in certain limited circumstances where there are economic advantages to the community and to the DoD tenants. If the GSA determines that it does not have authority under the Federal Property Act to approve the transfer and leaseback of the property, then the Commission urges GSA to pursue a legislative initiative that would allow this type of transaction.
- 4) The Commission recommends DoD act expeditiously to promulgate the final rules and regulations required to implement the President's Five Point Plan to stimulate and encourage community reinvestment and speedy job creation.
- 5) The Commission recommends DoD act expeditiously to promulgate an emissions trading policy which would clarify who retains air emission credits when base closing properties are transferred from military departments to

- communities.
- 6) The Commission recommends DoD and EPA identify factors that will encourage senior DoD environmental cleanup personnel to remain at closing bases throughout the cleanup process.
- 7) The Commission recommends Base Transition Coordinators (BTC) be given authority to make and implement more local decisions in a timely fashion. The DoD should establish a better working relationship with the BTCs to avoid frequent revocations from the Pentagon, a problem that can be an obstacle to speedy economic development.
- 8) Since early community planning is so crucial to successful community redevelopment, the Commission urges DoD to take a more proactive role and work more aggressively with public and private organizations in developing strategies that will help communities use advanced reuse planning as a tool rather than seeing it as an obstacle.

TO COMMUNITIES:

It is far easier to identify what legislative and policy steps Congress and the Executive Branch might take to assist communities in making a successful economic transition after base closure than it is to direct suggestions to the hundreds of diverse communities. Nonetheless, some changes in community attitudes and activities can also make a large contribution to improving the quality of life after closure.

1) Communities are encouraged to contact the various Federal departments and agencies that are mentioned earlier in this report for assistance in the reuse process. As an example, DoD's Office of Economic Adjustment (OEA) provides technical assistance and grants to communities that wish to do advance reuse planning. OEA can help the community form a committee of appropriate public and private sector representatives to plan, coordinate, and implement economic adjustment efforts. A request for assistance can be made to the Director, Office of Economic Adjustment, 400 Army Navy Drive, Suite 200, Arlington, Virginia 22202-2884. OEA can be reached by telephone at 703/604-6020. Communities are also encouraged to contact the Commerce Department's Office of Economic Conversion Information (listed below) for a list of successful base closings that can serve as a model. In

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- addition, both offices can offer other important and relevant information about closing bases.
- 2) Early organization is crucial to a community. Should the community decide to fight to keep a base open, the Commission recommends that concurrently, the community organize and work just as hard toward developing a contingency civilian reuse plan as early as possible, and not wait for base closure to occur.
- 3) Early formation of a local redevelopment authority is critical to early development of a comprehensive redevelopment plan. Membership should be kept to a manageable size, and should not exclude any key elements of the community. This is the body that must develop the base reuse plan.
- 4) The local redevelopment authority should be well organized and speak as a single body from the time of its initial approach to the Federal government, and throughout the reuse process. Community and jurisdictional disagreements may cause confusion for those who have to work and communicate with the redevelopment authority, and may prohibit the group from reaching its goal of reuse of the closing base in a timely fashion. In many instances, failure to develop a reuse plan is the result of unresolved local disagreements.
- 5) The Commission recommends that the local redevelopment authority solicit early support for its community reuse plan from surrounding impacted jurisdictions.

- 6) It is crucial for the local redevelopment authority to identify as early as possible all real and personal properties it wishes to retain for reuse. Additionally, it is crucial for the authority to work with the disposing military department to resolve issues surrounding the properties, such as tenant use of utilities, and responsibilities for property maintenance.
- 7) It is important for local redevelopment authorities to work with the disposing military department in developing an effective marketing strategy for reuse of the base.
- 8) The Commission recommends the free services of the Office of Economic Conversion Information in Washington, D.C. to communities, individuals, and businesses who seek information about the Federal reuse process and activities. This is a Federal clearinghouse that is cosponsored by the Departments of Commerce and Defense. The clearinghouse can be reached by telephone at 1-800-345-1222. (Participating Federal Depository Libraries are also available at this number.) The hearing impaired may access the clearinghouse by dialing 1-202-501-0868 TDD. A request for information can be made to: The Office of Economic Conversion Information, Economic Development Administration, Room 7231, U.S. Department of Commerce, Washington, D.C. 20230-0001.

CHAPTER 3 ISSUES FOR FURTHER CONSIDERATION

The Future of the Base Closure and Realignment Process

Under current law, this Report of the 1995 Defense Base Closure and Realignment Commission represents the final opportunity for the Defense Department to close or realign military installations in the United States under the expedited process established in the Defense Base Closure and Realignment Act of 1990. At the completion of the work of this Commission, the closure or realignment of military installations in the United States will be governed by section 2687 of Title 10, United States Code.

Under section 2687, the closure of any military installation in the United States with at least 300 civilian employees, or the realignment of any installation involving a reduction of more than 1,000 civilian employees or of more than 50 percent of the installation's civilian workforce, cannot take place until the Secretary of Defense carries out "an evaluation of the fiscal, local economic, budgetary, environmental, strategic, and operational consequences of such closure or realignment." If the Secretary concludes as a result of these evaluations that the closure or realignment should proceed, the Secretary must notify Congress of the proposed closure or realignment and wait 30 legislative, or 60 calendar, days before proceeding.

Experience has demonstrated that the process for closing or realigning bases contained in section 2687 is unworkable. During the decade following enactment of this statute in 1977, the Defense Department did not close or realign a single major military installation in the United States. Changing mission requirements and reductions in defense spending, however, placed growing pressures on both Congress and the Defense Department to deal with the problem of eliminating unnecessary and inefficient facilities and installations. These pressures ultimately led Congress and the Executive Branch to set aside the base closure process

contained in section 2687 and to create the 1988 Base Closure Commission and then to enact the Defense Base Closure and Realignment Act of 1990.

Despite four rounds of base closures and realignments, reductions in domestic infrastructure in the Defense Department have not kept pace with reductions in funding and force levels. In the last ten years, the defense budget has declined in real terms by almost 40 percent. Under current plans, defense spending will continue to decline in real terms each year through 1999. Overall, the Defense Department has reduced the size of the military services by 30 percent. By the end of this decade, the Army will have eliminated 45 percent of its divisions, the Air Force 44 percent of its ships.

At the same time, the three previous closure rounds (1988, 1991 and 1993) have resulted in a decrease in our domestic base infrastructure of 15 percent. With the additional reductions proposed by this Commission, the cumulative reduction in military installations will be approximately 21 percent if accepted by the President and the Congress.

Secretary of Defense William Perry acknowledged to the Commission that the Defense Department will still have excess infrastructure after the 1995 round of closures and realignments. Secretary Perry suggested the need for an additional round of closures and realignments in 3 to 4 years, after the Defense Department has absorbed the effects of the closures and realignment from this and prior rounds.

The Chairman of the Joint Chiefs of Staff also testified to the Commission that excess capacity would remain in the Defense Department after this closure round. General Shalikashvili agreed with Secretary Perry on the need for additional base closing authority in the future, and said that opportunities remain in DOD to increase cross-servicing, particularly in the area of joint-use bases and training facilities.

In testimony during the Commission's final public hearing on June 14, 1995, Joshua Gotbaum, the Assistant Secretary of Defense for Economic Security, indicated that "Even after BRAC 95 has been implemented, we will continue to have excess infrastructure." Secretary Gotbaum also indicated that "Future base closure authority will be necessary." The Commission agrees with these statements.

The base closure process established in the Base Closure and Realignment Act of 1990 has worked well. As Army Chief of Staff Gordon Sullivan told the Commission, if the defense budget continues to decline and additional base closings are necessary, "the only way to do it is to have a BRAC commission."

The Defense Department will be implementing the closures and realignments of the 1995 and prior Commissions through the end of this decade. The requirement in the Defense Base Closure and Realignment Act that all closures be completed within 6 years means that the closures from the 1995 round will not be completed until 2001. For that reason, the Commission recommends that the Congress authorize another Base Closure Commission for the year 2001 similar to the 1991, 1993 and 1995 Commissions.

Between now and the time another Commission is authorized, all of the military services have expressed the need to be able to make changes to the decisions of this and prior Commissions. During the 1995 Commission process, 27 of the 146 recommendations submitted to the Commission by the Secretary of Defense were changes to prior Commission decisions. The 1991 and 1993 Commissions made changes to prior Commission decisions, and it is very likely that modifications or changes will be required to other Commission decisions in the future.

The Commission agrees with the Defense Department that the existing authority provided in section 2687 of Title 10 should be revised to allow modifications to past base closure Commission recommendations between now and the time that another base closure round is authorized. Any modifications under this process to previous closure decisions should be covered by the same special statutory and regulatory provisions addressing the disposal and reuse of military installations closed under the 1988 and 1990 base closure statutes.

The Defense Base Closure and Realignment Act of 1990 created a fair, open and objective process

through which large numbers of excess military installations in the United States have been or will be closed or realigned. Establishing another Base Closure and Realignment Commission in 2001 will give the military services time to complete the current closures in an orderly fashion, while ensuring that the Defense Department has the opportunity in the future to make further reductions in military installations in the United States.

Military Hospitals

The 1993 Defense Base Closure and Realignment Commission recommended that the Defense Department aggressively pursue military medical consolidation and restructuring, use civilian sector resources where doing so would be cost-effective, eliminate excess capacity in the direct care system, and maximize the utilization of remaining resources across the military services. The Medical Joint Cross-Service Group, created by DoD for the 1995 round of base closures, was a valuable first step towards accomplishing these goals. DoD is taking another important step in this direction with the creation of the Tricare program. This program, currently in its initial implementation phase, is designed to provide DoD with a systematic way to find the most cost effective means of delivering health care services, whether those means entail the use of direct care infrastructure. civilian providers, or some combination of the two.

The Joint Cross-Service Group developed a list of suggested hospital realignments that represents a good first step towards restructuring of the military medical system, although most of the Group's alternatives were not forwarded to the Commission as closure or realignment recommendations. DoD officials have stated that they are pursuing some of these actions outside of the base closure process. The Commission reviewed the Joint Cross-Service Group's recommendations for military medical facilities. During this review, the Commission received assurances from senior OSD and service officials that they will work together and aggressively pursue further consolidation and integration of military medical facilities, including restructuring actions across service lines. The Commission urges OSD and the military services to work together in this important effort.

This combination of hospital restructuring initiatives within and outside of the base closure process, however, should be viewed as the beginning point of a process and not the end. Even after the

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implementation of the recommendations of this Commission and the actions the services are taking outside of the base closure process, many opportunities will remain for consolidation of resources across service lines and with civilian sector medical resources.

DoD should aggressively seek out and pursue these opportunities. Appropriately targeted reductions in direct care capacity, particularly inpatient bed capacity, would likely enhance both the cost and mission effectiveness of the military medical system. Cost effectiveness would be enhanced when DoD provides directly only those services that would be more costly to purchase from the civilian health care system. Mission effectiveness would be enhanced when infrastructure reductions permit the DoD to focus its direct care assets in the most mission critical areas directly related to medical care.

A careful assessment of requirements and available civilian resources is particularly important for the small military hospitals located in areas with an over-capacity of civilian medical resources. Realignment of these hospitals to clinics or subacute care inpatient facilities is likely to be cost effective without eroding the department's ability to accomplish either the peacetime or wartime missions of the military health services system.

Finally, no efforts to address DoD medical infrastructure issues, no matter how well designed, will be able to accomplish meaningful, appropriate reductions in the size of the military medical system unless DoD reaches a consensus on the readiness requirement of that system. Without consensus about the size of the medical system needed to support readiness requirements, significant changes to military medical infrastructure will be difficult to achieve. The Defense Department needs to reach a clear understanding of its wartime medical requirements and how it will meet them.

Privatization of DoD Industrial and Commercial Activities

During the Commission's review of Defense Department recommendations to close the maintenance functions at Louisville and Indianapolis, the local communities presented proposals that would allow a local redevelopment authority to obtain ownership of the closed depot facilities. These facilities would then be offered to private companies or employee groups for use in proposing bids on

work previously performed at these installations. Acceptance of these proposals is beyond the Commission's authority to direct, but they appear to be a positive approach to solving the Navy's excess infrastructure problem.

The former government employees would provide a skilled labor pool, and, if successful, the local communities could transition the excess infrastructure into industrial parks or other businesses. The Commission strongly urges innovative approaches such as these be developed in partnership with local communities as a way to promote use of excess infrastructure and also reduce costs for required functions.

It would be possible for the communities to acquire the facilities through the reuse process, but only an active partnership with DoD can resolve the issues of workload, staff carryover, and technology transfer which could make such enterprises both viable and beneficial to the community, employees, and DoD.

While this initiative is in line with the privatization goals cited by the recent Commission on Roles and Missions of the Armed Forces, it goes one step farther by including DoD and the local community as active participants in the process. By creating truly cooperative ventures, rather than simply divesting an operation to the private sector, DoD can ensure that its requirements are met directly, while enjoying the efficiency of private operation.

The Commission believes reducing infrastructure by expanding privatization to other DoD industrial and commercial activities will reduce the cost of maintaining and operating a ready military force. Many industrial and commercial activities now performed by military and civilian personnel throughout the military services could be operated by the private sector without any loss of military capability. Privatization of these functions would reduce operating costs, eliminate excess infrastructure, and allow uniformed personnel to focus on skills and activities directly related to their military missions.

The Commission received testimony indicating that the current statutory requirement that at least 60 percent of the depot maintenance workload in each military service must be done in DoD depots may be an impediment to further privatization. The Commission urges Congress and the Defense Department to review this matter carefully.

Cross-Servicing Within the Department of Defense

In previous BRAC cycles, the analyses and development of recommendations for closure and realignment actions were conducted solely within the military services. In preparation for the 1995 cycle, the Deputy Secretary of Defense established five Joint Cross-Service Groups to examine the following functional areas: medical; undergraduate pilot training; test and evaluation activities; research and development laboratories; and depot maintenance. Each group was chaired by a senior executive from the Office of the Secretary of Defense and was composed of members from each of the military services. Each of the groups established useful policy objectives to downsize DoD infrastructure and encourage cross-servicing of workload. The groups also established data call procedures which resulted in data that were comparable between the military services.

Despite the attempts through the BRAC 1995 preparation process, few cross-servicing recommendations were included in the Secretary's base closure recommendations to the Commission. The Joint Cross-Service Groups produced a number of cross-servicing recommendations. The Depot Maintenance Joint Cross-Service Group, for example, developed two sets of base closure alternatives. Both alternatives suggested eight maintenance depots for closure and both contained significant cross-servicing opportunities. However, rather than transmitting their suggestions to the Secretary of Defense for inclusion in the DoD BRAC recommendations, the Joint Cross-Service Groups submitted their suggestions to the military departments for consideration. The military departments did not include most of the Joint Cross-Service Groups suggestions in their BRAC recommendations to the Secretary of Defense.

The Commission recommends the Department of Defense include efforts to establish cross-servicing during any future base closure rounds. The Joint Cross-Service Groups should be responsible for assessing the workload component and the cost and savings aspects of their recommendations. For that reason, these Groups and not the military services should prepare COBRA analyses to reflect the impact of their recommendations. The Group leaders should propose cross-servicing recommendations directly to the Secretary of Defense for review and consideration early in the process of

developing the Department's proposals.

Military Family Housing

In its recommendations to the Commission, the Army recommended the disposal of family housing in many high-cost and remote areas. The justification for these recommendations was that sufficient commercial housing is available on the local economy using Basic Allowance for Quarters and Variable Housing Allowance. The Commission viewed this to be an erosion of quality of life for the soldier and his family and a transfer of DoD's shortfall in funding for family housing operations and maintenance to a significant out-of-pocket expense to the soldier.

The Commission encourages DoD to expedite its effort to draft, and the Congress to enact, legislation that will allow the private sector to acquire and revitalize military family housing for the Department of Defense.

Engineering Field Activity (EFA) West, San Bruno, CA

The Navy's Engineering Field Activity (EFA) West, in San Bruno, California was added for consideration by the Commission as a potential closure or realignment. Although the Commission did not take any action to realign or close this activity, the Commission is concerned that the activity occupies a compound much larger than it needs which is expensive to operate and maintain. This property is in a location well-suited for more intensive commercial development.

In the past, the Navy held preliminary discussions with the city of San Bruno about an exchange of property for the construction and conveyance to the federal government of a building which would reflect the value of any parcel acquired by the city. If the Navy retains the property in its current configuration, it will continue to pay for unnecessary operating costs, and it will forfeit the opportunity to locate EFA West, and potentially other federal tenants. in modern office space at minimal cost. The city will also lose the opportunity to obtain the economic benefit from the appropriate development of property in their community. The Commission strongly recommends that the Navy pursue the opportunity to maximize the use of the EFA West compound for the benefit of the Navy and the local community.

While this discussion refers to one specific base, there may be many others that could be more effectively used if creative solutions are investigated by the services in consultation with the local communities. The Commission encourages the use of innovative approaches to the effective utilization of Department of Defense real estate. Implementation of solutions such as the one for EFA West can create significant infrastructure savings without base closure actions.

Return on Investment

Like DoD, the Commission used return on investment as one of the eight criteria in making decisions regarding the realignment or closure of an installation. Over the past three rounds, several issues regarding the calculation of return on investment surfaced during the process. This round was no exception. The most significant issues to surface during this round follow:

- First, even after four rounds, there still existed a significant amount of difference among the services regarding how they conducted their Cost of Base Realignment Actions (COBRA) model runs.
- Second, the exclusion of environmental cleanup costs and locality pay for civilian employees continued to be a point of contention with many communities.
- Third, the exclusion in the calculations of some relevant costs and savings tended to obscure the actual economic benefit to the DoD.
- Finally, the largest area of concern was the policy of using a yearly revised "cost of money" rate as the discount rate used to calculate net present value.

Each service or defense agency was responsible for conducting its own COBRA runs. This policy permitted significant differences among the services in how they calculated return on investment. Even though the GAO and service Inspector Generals audited this process, several differences in the methods to generate COBRA runs were not captured through these audits. For instance, the Navy, in several of their COBRA runs, excluded the cost of mission personnel assigned to an installation who provide disassembly, packing, unpacking, reinstallation and recalibration of specialized equipment, while the other services and agencies reported a one-time moving cost for these activities. This allowed the Navy to avoid showing moving costs associated with a realignment or closure action

that sometimes were significant. Although the other services generally did not, the Air Force sometimes included a Base Conversion Agency cost even though COBRA automatically calculated a program planning cost to manage the base realignment or closure activity. Finally, the Army did not include many of the costs included by the other services because they conducted COBRA runs from a macro viewpoint. All of these and other differences led to different costs and savings estimates.

A second area of concern was the treatment of environmental cleanup costs and locality pay. The DoD policy excluded both of these costs. This policy was vigorously challenged by communities. Some communities asserted that any closure or realignment action would likely result in a change in the overall cost to cleanup an installation, either by accelerating the cleanup or conducting the cleanup with old technologies. DoD policy had been able to virtually ignore the impact on environmental restoration costs as a result of the realignment or closure action. While this may have been a valid approach, the policy should be reviewed for any future base closure efforts. The second cost ignored by DoD was the change in locality pay for civilian employees. The COBRA captured Variable Housing Allowance for military personnel and local construction cost differences in a local "Area Cost Factor." It was therefore inconsistent not to consider civilian locality pay differences. This concern was especially relevant since locality pay is based on federal law and was a recognizable cost to DoD as a result of an action which realigned personnel from a low-cost area with no locality pay to one with a high cost of living.

The next area of concern was the number of legitimate costs and savings which were not included in the COBRA calculations. One of these was the savings that occurs when greater efficiency is achieved by consolidating functions into fewer locations. Even though these savings were difficult to estimate, it was a legitimate savings due to the closure process. Another legitimate and sometimes significant savings was the avoidance of future capital investment that occurs when a large installation is closed. Most real property has to be replaced every forty to fifty years. Therefore, a portion of a base's infrastructure which needs to be replaced each year was not captured in military construction budgets or real property maintenance accounts. These very real and significant savings were missed in the current execution of

COBRA. Also, there were costs for projects that were delayed due to a move or realignment that were not captured in the COBRA model. For instance, in this round, the Navy sometimes put a program on hold while a move was taking place. Even though this might incur a significant cost to DoD, it was not included in the COBRA. Finally, DoD should make every attempt to capture all costs associated with the base closure process. Costs such as increased CHAMPUS costs, Medicare impacts, and active duty/reserve forces cost sharing arrangements have historically been omitted from COBRA considerations.

The last major area of concern involved the use of an annually revised cost of money as the discount rate. The discount rate was used to calculate the present worth of future savings. These savings were discounted for the decreased value of money in the future. In 1991, the discount rate was 10 percent. In 1993, DoD used a 7 percent rate and in 1995, a 2.75 percent rate was used. These different rates caused a large difference in the net present value of future savings. Using a 10 percent rate decreased the savings to a third of what they would be if a discount rate of 2.75 percent were used. Instead of using a rate which can vary greatly from year-to-year, a reasonable estimate of 5 to 7 percent should be used and not changed over time. The General Accounting Office recommended the use of a 4.85 percent discount rate for the 1995 round. Using the same discount rate is the only way to compare one round of BRAC with another round.

Analysis of Economic Impact

Economic analysis of bases identified for closures and realignments in the 1995 round improved significantly from prior base closure rounds. Economic data provided to the Commission from the Joint Cross-Service Group (JCSG) on Economic Impact provided a coherent and comprehensive analytic approach for estimating the economic impact of military base closures. Similarly, the 1995 Defense Base Closure and Realignment Commission's economic impact computer software was far superior to economic capabilities available to past Commissions. Despite the ongoing improvements in calculating the economic impact of a base closure, there were a number of areas that could be improved.

The primary focus of the JCSG economic impact software was to determine the number of military, civilian, and private contractor personnel eliminated or reassigned from a defense establishment and to determine the indirect job loss resulting from base closures and realignments. Personnel may be relocated on paper among several different duty stations before their final destinations are determined. Personnel reassigned from their original station to a new station were not efficiently tracked by the economic impact software. This deficiency resulted in significant reconciliation efforts by the Commission's economic and Cost of Base Realignment Actions (COBRA) analysts.

A modification to the economic analysis software to automatically account for reassigned military, civilian, and private contractor personnel from each origin to all destinations would be a significant improvement to the current software. Also, the software should be able to account for the changes in the number of military, civilian, and private contractors arriving at each destination from all origins. These modifications would reduce the potential for errors in cost and economic analysis.

The DoD Joint Cross-Service Group on Economic Impact decided that cumulative economic impact would include prior BRAC actions if personnel losses occurred in 1994 or later. The Group decided that historical government economic trend data would capture the actual economic impacts of BRAC actions prior to 1994. Therefore, the 1995 Commission economic database did not include any closure or realignment personnel actions completed prior to 1994. The 1995 Commission concluded that this approach did not fully accommodate the concerns of the communities affected. To improve the database as a tool for computing cumulative economic impact, all prior base closure actions in an economic area should be included in the grand totals of the cumulative economic impact calculations.

A job multiplier obtained from government economic source material was used in calculations to determine the indirect job loss resulting from a base closure or realignment. The Commission's review of multipliers found that a number of the services' multipliers appeared lower than those independently computed by the Commission. Ongoing discussions with the Joint Cross-Service Groups clarified multiplier differences. To reduce

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conflicting economic analysis based on multipliers, the military services should provide official documentation to the Commission explaining any changes in multipliers used to calculate indirect job loss.

Existing unemployment in an area that might be affected by a BRAC action was important when calculating the total economic impact of a potential base closure or realignment. One method to assess the total potential unemployment rate is to combine the current unemployment rate with the impact computed for BRAC, making sure the employment base definition is consistent, i.e., does or does not include military personnel between each economic area analyzed.

The Joint Cross-Service Group used the Bureau of Economic Analysis (BEA) data for an employment data base by economic area. The Commission approved the Department of Defense's use of BEA data which represented a change from relying solely on the Bureau of Labor Statistics (BLS) data during previous base closure rounds. The Commission agreed to use BEA, because unlike BLS, the data found in BEA included military personnel. However, historical information on employment and rates of unemployment in the economic impact database were published by BLS. Consequently, the use of two data sources on employment led to confusion. The Commission recommends that separate reports be generated for economic impacts using BEA data and for the historical trends using BLS data.

The Commission also found that the use of COBRA personnel summary sheets to alter the economic database worksheets led to possible errors in economic calculations when personnel changes were within the same economic area or when the economic impact was computed from a "redirect" action. These errors could be eliminated if the services provided the Commission separate economic impact data base revisions in the same manner as they provide separate COBRA revisions.

CHAPTER 4 PREVIOUS BASE CLOSURE ROUNDS

HISTORY OF BASE CLOSURE

Closing military installations has always been a difficult process. Whether closures are designed to reduce military overhead, enhance readiness and modernization, or reflect the realities of changing international threats, the impact of these decisions on local communities can be dramatic and painful. Additionally, the decision-making process itself has had a controversial history, punctuated with accusations of political interference and retribution.

In the early 1960's, President Kennedy concluded that the large defense base structure developed during World War II and the Korean conflict was no longer necessary. At the President's direction, Secretary of Defense Robert McNamara developed and implemented a base closure program. The criteria governing the selection process were established primarily within the Office of the Secretary of Defense, with minimal consultation with the military departments or Congress. Hundreds of bases closures and realignments took place during this period, and more than 60 major bases were closed. Despite these accomplishments, charges that base closures were used by the Executive Branch to punish uncooperative legislators were prevalent.

In 1965, Congress passed legislation setting up reporting requirements designed to involve itself in any DoD base closure program. The legislation was vetoed by President Johnson, further exacerbating the growing confrontation between the Executive and Legislative Branches of government. Despite this antagonistic situation, the Department of Defense was able to complete base realignments and closures routinely throughout the 1960's.

During the 1970's, however, DoD found it increasingly difficult to realign or close installations due to continued attempts by Congress to regulate the base closure process and to limit or deny base closure funding. In 1976, the Military Construction

Authorization Bill contained a provision prohibiting any base closure or reduction of more than 250 civilian employees until the Department had notified Congress of the proposed actions, assessed the personnel and economic impacts, followed the study provisions of the National Environmental Policy Act (NEPA), and waited nine months. This bill was vetoed by President Ford, and the Congressional veto override effort failed.

An important turning point in the struggle between Congress and the Executive Branch occurred in 1977. In that year, Congress succeeded in enacting legislation which severely restricted DoD's ability to close military bases. This statute—Title 10, United States Code, Section 2687—required the Department of Defense to notify Congress if an installation became a closure or realignment candidate. The law also subjected all proposed closure actions to the lengthy environmental evaluation requirements of the NEPA process, as well as to local economic and strategic consequence reports. In addition, DoD was required to wait 60 days for Congress to respond to its recommendations. These and other procedural requirements established in Section 2687, combined with Congressional reluctance to close military bases, effectively halted base closures (Section 2687 appears in Appendix C of this Report).

For a decade following the passage of Section 2687, all attempts at closing major installations failed, and proposed realignments of small military units were often thwarted. At the same time, the 1980's witnessed a dramatic increase in defense spending and rapid military expansion, reaching its peak in 1985. As the defense budget declined in subsequent years, the size of the U.S. armed forces changed, yet the base structure remained unaltered. As a result, readiness was being threatened as the services struggled to pay the operating costs of unneeded bases and infrastructure.

THE 1988 COMMISSION

By 1988, the Defense budget had declined for three straight years and was predicted to decline further. To ensure that scarce DoD resources would be devoted to the most pressing operational and investment needs rather than maintaining unneeded property, facilities, or overhead, Secretary of Defense Frank Carlucci chartered the Defense Secretary's Commission on Base Realignment and Closure on May 3, 1988 (See Appendix D). The Commission sought to close obsolete military bases and bring the base structure in line with the declining force structure. Enacted into law in October, 1988, Public Law 100-526 provided the statutory basis for this one-time approach. The law also provided relief from certain statutory impediments to closures, such as a partial exemption from NEPA, delegated property disposal authority, and an expedited process for Congressional review of BRAC recommendations (Pubic Law 100-526 appears in Appendix E).

The 1988 Commission was co-chaired by former Senator Abraham Ribicoff and former Congressman Jack Edwards. Other commissioners appointed by the Secretary of Defense were Louis W. Cabot; W. Graham Claytor, Jr.; Donald F. Craib, Jr.; Thomas F. Eagleton; Martin R. Hoffmann; Bryce Poe II; William H. Rowden; James C. Smith II; Donn A. Starry; and Russell E. Train. The 1988 Commission issued its report on December 29, 1988. It recommended the closure of 86 military facilities and the realignment of 59 others, with an estimated savings of \$693.6 million annually. The 1988 Commission's recommendations represented a reduction of approximately 3 percent of the domestic base structure. The 1988 Commission's authority expired after the submission of its final report (a complete list of the 1988 recommendations are contained in Appendix L on a state-by-state basis, and in Appendix M by military service).

Major base closure and realignment recommendations of the 1988 Commission include:

16 CLOSURES

George Air Force Base, CA Mather Air Force Base, CA Norton Air Force Base, CA Presidio of San Francisco, CA Chanute Air Force Base, IL Fort Sheridan, IL Jefferson Proving Ground, IN Lexington Bluegrass Army Depot, KY Naval Station Lake Charles, LA Army Material Tech Lab, MA Pease Air Force Base, NH Naval Station Brooklyn, NY Philadelphia Naval Hospital, PA Naval Station Galveston, TX Fort Douglas, UT Cameron Station, VA

11 REALIGNMENTS

Fort Huachuca, AZ
Pueblo Army Depot, CO
Fort McPherson, GA
Fort Devens, MA
Fort Holabird, MD
Fort Meade, MD
Fort Dix, NJ
Fort Monmouth, NJ
Umatilla Army Depot, OR
Fort Bliss, TX
Naval Station Puget Sound, WA

Public Law 100-526 required Secretary Carlucci to accept or reject the 1988 Commission's recommendations in its entirety. In January, 1989, he accepted all of the recommendations. The law provided Congress with the same accept or reject in full option. In May, 1989, the Congressional review period expired without the enactment of a joint resolution of disapproval. As a result, the Commission's 1988 recommendations went into effect and have the force of law.

Implementation of the 1988 Commission's recommendations was required to start by January, 1990, and to be completed by October, 1995. As of June, 1995, 14 of the 16 installations recommended for closure have been closed.

Enactment of P.L. 100-526 constituted a recognition that consolidation in the military basing structure could be a way to realize savings in the defense budget, while not impairing the ability of the armed forces to carry out their missions. Although designed to break the stalemate and balance the prerogatives of the two branches of government, the Congressional response was reminiscent of the base closing activities of the early 1960's. Congressional critics claimed that the list unfairly targeted districts represented by certain members of Congress. The 1988 Commission was appointed by, and reported directly to, the Secretary of Defense.

It generated its own list of recommended closures and realignments. All hearings and votes were conducted in closed sessions. Little information about how the Commission arrived at its recommendations was made available to the public.

CHANGING WORLD SITUATION

The end of the Cold War fundamentally altered the international political landscape. The late 1980's and early 1990's saw the fall of the Berlin Wall, the demise of the Warsaw Pact, and the breakup of the Soviet Union. These events dramatically changed U.S. military requirements. It became clear that our national defense posture could be strengthened, and costs reduced, through a more efficient military base structure. At the same time, the rapidly growing national debt became an increasingly urgent political issue. Thus, base closures and realignments became a part of each military department's budget strategy for balancing their base structure with their declining force structure.

Public Law 100-526, however, established a one-time only Commission, which expired on December 31, 1988. Consequently, closing bases was once again governed by the procedures mandated by Section 2687 of Title 10, United States Code—procedures that had prevented base closures for over a decade.

To address the problem of excess infrastructure, in January, 1990, Secretary of Defense Richard Cheney unilaterally proposed the closure of 35 additional bases and the realignment or reduction of forces at more than 20 other bases. The Office of the Secretary of Defense, however, had failed to provide specific written guidance to the military services and defense agencies on how to evaluate bases for possible closure or realignment. The services, consequently, all used different processes to come up with their recommendations.

As in the past, the 1990 recommendations submitted by Secretary Cheney were met with Congressional protests that the list was politically influenced. And, as in the past, Congress was criticized for being institutionally incapable of making decisions that were good for the country but painful for some congressional districts. Recognizing the need to further reduce the defense base structure, and to ensure a fair process, Congress passed the Defense Base Closure and Realignment Act of 1990 (Title XXIX of Public Law 101-510).

This law effectively halted all closures based on the Secretary's January, 1990, list and required new procedures for closing or realigning bases. (Title XXIX of P.L. 101-510, as amended, appears in Appendix F).

P.L. 101-510: THE DEFENSE BASE CLOSURE AND REALIGNMENT COMMISSION

Signed by President Bush on November 5, 1990, P.L. 101-510 created an independent, five-year Defense Base Closure and Realignment Commission (DBCRC) with closure rounds in 1991, 1993, and 1995. The act outlines procedures, roles, and time lines for the President, Congress, Department of Defense, General Accounting Office, and the Commission to follow.

The 1990 legislation required that all bases be compared equally against the Department of Defense's current force-structure plan and Congressionally approved selection criteria. For each of the three DBCRC rounds, the services and DoD agencies submit their candidates for closure and realignment to the Secretary of Defense for his review. After reviewing service candidates, the Secretary submits his recommendations to DBCRC for its review.

The Commission has four months to scrutinize and analyze the Secretary's recommendations. In addition, the Commission possesses the authority to add, delete, or modify the Secretary's list. On July 1, the Commission submits its report with recommendations to the President for his consideration. The President has 15 days to either accept or reject the Commission's recommendations in their entirety; if he rejects them, the Commission can give the President a revised list of recommendations. If the President accepts the Commission's recommendations, he forwards the list to the Congress. The law provides Congress with only two options: do nothing and accept the list, or reject it in full by passing a joint resolution of disapproval. If such a resolution is passed by both Houses of Congress, it would be subject to a veto by the President. In the absence of a joint resolution of disapproval, the Commission's recommendations have the force of law.

The DBCRC was created "to provide a fair process that will result in the timely closure and realignment of military installations inside the United States." Established as an independent Presidential Commission, lawmakers intended DBCRC to be a

model of open government. Public Law 101-510 required each Commission to conduct public hearings on the Secretary of Defense's list of closures and realignments and on any proposed changes to those recommendations. In addition, its records are open to public scrutiny.

Procedurally, the 1988 DoD Commission and the Defense Base Closure and Realignment Commission differ substantially. The 1988 Commission, working for the Secretary of Defense, generated its own list of recommended closures and realignments. Under the current law, the Defense Base Closure and Realignment Commission independently reviews and analyzes the Secretary of Defense's recommendations and submits its findings and recommendations directly to the President. To ensure an independent process, the law requires the General Accounting Office (GAO) to provide the Commission a detailed analysis of the Secretary of Defense's recommendations and selection process. The GAO also assists the Commission in its analysis of the Secretary's recommendations.

The process by which the DBCRC operates is also uniquely open and insulated from partisan politics. The Commission meets only during the non-election years of 1991, 1993, and 1995. All meetings and hearings are open to the public. The DBCRC provides numerous opportunities to receive testimony and viewpoints from interested parties, as well as community and Congressional leaders. Transcripts of hearings, correspondence, and other data received by the Commission are available for public review. Every major site proposed for closure is visited by at least one commissioner, in order to gain a firsthand look at the installations, as well as to provide the public with an opportunity to explain the economic and other impacts a closure would have on the local community.

THE 1991 COMMISSION

As provided in the statute, the DBCRC consists of eight members appointed by the President, with the advice and consent of the Senate. In selecting individuals to be nominated for membership on the Commission, the President is directed to consult with the Speaker of the House of Representatives concerning the appointment of two members, the majority leader of the Senate concerning the appointment of an additional two members, and the minority leaders of both Chambers for one member each. The final two appointments are made independently by the President.

The 1991 Commission was chaired by former Representative Jim Courter. Other commissioners were William L. Ball III; Howard H. Callaway; General Duane H. Cassidy, USAF (ret.); Arthur Levitt, Jr.; James C. Smith II; Robert D. Stuart, Jr.; and Alexander B. Trowbridge (Commissioner Trowbridge resigned from the Commission on May 17, 1991).

The Commission received Secretary of Defense Cheney's recommendations on April 12, 1991. It held 47 base visits, 14 regional hearings, and 9 investigative hearings in Washington, D.C. The Commission sent its report to the President on July 1, 1991, recommending the closure of 34 bases and the realignment of 48 others. These actions generated an estimated FY 1992-1997 net savings of \$2.3 billion and recurring savings of \$1.5 billion annually after a one-time cost of \$4.1 billion. This represented a reduction of approximately 5.4 percent of the domestic base structure.

The President accepted all of the Commission's recommendations on July 11, 1991, and forwarded the Commission's report with his approval to the Congress. On July 30, 1991, by a vote of 60 to 364, the House rejected a resolution of disapproval. Consequently, the recommendations of the 1991 Commission have the force of law.

Major base closures and realignments of the 1991 Commission include:

26 CLOSURES

Eaker Air Force Base, AR Williams Air Force Base, AZ Castle Air Force Base, CA Fort Ord, CA Hunters Point Annex, CA Moffett Naval Air Station, CA Naval Electronic Systems Engineering Center, San Diego, CA Naval Station Long Beach, CA Sacramento Army Depot, CA Tustin Marine Corps Air Station, CA Lowry Air Force Base, CO Fort Ben Harrison, IN Grissom Air Force Base, IN England Air Force Base, LA Fort Devens, MA Loring Air Force Base, ME Wurtsmith Air Force Base, MI Richards-Gebaur Air Reserve Station, MO Rickenbacker Air Guard Base, OH Naval Station Philadelphia, PA

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Philadelphia Naval Shipyard, PA Myrtle Beach Air Force Base, SC Bergstrom Air Force Base, TX Carswell Air Force Base, TX Chase Field Naval Air Station, TX Naval Station Puget Sound, WA

19 REALIGNMENTS

Fort Chaffee, AR Beale Air Force Base, CA Naval Weapons Center, China Lake, CA Pacific Missile Test Center, Point Mugu, CA Naval Coastal Systems Center, Panama City, FL MacDill Air Force Base, FL Rock Island Arsenal, IL Naval Avionics Center, Indianpolis, IN Naval Weapons Support Center, Crane, IN Naval Ordnance Station, Louisville, KY Fort Polk, LA Naval Ordnance Station, Indian Head, MD Naval Surface Weapons Center, White Oaks, MD Aviation Systems Command/Troop Support Command, MO Letterkenny Army Depot, PA Naval Air Development Center, Warminster, PA Naval Air Engineering Center, Lakehurst, NJ Naval Air Propulsion Center, Trenton, NJ Naval Undersea Warfare Engineering Station, Keyport, WA

The 1991 closures and recommendations were required to begin in July, 1993 and must be completed by July, 1997. As of June, 1995, 19 of the 26 major installations have been closed and two more are scheduled for closure by the end of FY 1995 (a complete list of the 1991 recommendations is contained in Appendix L on a state-by-state basis, and in Appendix M by military service).

THE 1993 COMMISSION

The second Defense Base Closure and Realignment Commission to operate under P.L. 101-510 was again chaired by former Representative Jim Courter, the 1991 Commission chair. Other commissioners included Captain Peter B. Bowman, USN (ret.); Beverly B. Byron; Rebecca G. Cox; General Hansford T. Johnson, USAF (ret.); Arthur Levitt, Jr.; Harry C. McPherson, Jr.; and Robert D. Stuart, Jr. (Commissioner Levitt, who also served as a commissioner during the 1991 round, resigned from the Commission on May 4, 1993, following his appointment by President Bill Clinton to be

Chairman of the Securities and Exchange Commission).

The Commission received Secretary of Defense Aspin's recommendations for base closures and realignments on March 12, 1993. The Commission held 125 base visits, 17 regional hearings, and 16 investigative hearings in Washington, D.C. It submitted its report to the President on July 1, 1993, recommending the closure of 130 bases and the realignment of 45 others. Estimated FY 1994-1999 net savings was approximately \$3.8 billion after one-time costs of approximately \$7.43 billion. The savings from these actions are estimated to total approximately \$2.33 billion annually. These approved closures and realignments represent a further reduction of approximately 6.2 percent of the domestic base structure.

Major base closures and realignments of the 1993 Commission include:

28 CLOSURES

Naval Station Mobile, AL Mare Island Naval Shipyard, CA Marine Corps Air Station El Toro, CA Naval Air Station Alameda, CA Naval Aviation Depot Alameda, CA Naval Hospital Oakland, CA Naval Station Treasure Island, CA Naval Training Center San Diego, CA Homestead Air Force Base, FL Naval Air Station Cecil Field, FL Naval Aviation Depot Pensacola, FL Naval Training Center Orlando, FL Naval Air Station Agana, GU Naval Air Station Barbers Point, HI Naval Air Station Glenview, IL O'Hare International Airport Air Reserve Station, IL Naval Electronic Systems Engineering Center, St. Inigoes, MD K.I. Sawyer Air Force Base, MI Naval Station Staten Island, NY Plattsburgh Air Force Base, NY Defense Electronics Supply Center, OH Newark Air Force Base. OH Defense Clothing Factory, PA Charleston Naval Shipyard, SC Naval Station Charleston. SC Naval Air Station Dallas, TX Naval Aviation Depot Norfolk, VA Vint Hill Farms, VA

13 REALIGNMENTS

Anniston Army Depot, AL
March Air Force Base, CA
Marine Corps Logistics Base Barstow, CA
Naval Weapons Station Seal Beach, CA
Letterkenny Army Depot, PA
Naval Surface Warfare Center (Dahlgren)
White Oak Detachment, White Oak, MD
Griffiss Air Force Base, NY
Fort Monmouth, NJ
Naval Education and Training Center, Newport, RI
Naval Air Station Memphis, TN
Ogden Air Logistics Center, Hill Air Force Base, UT
Tooele Army Depot, UT
Fort Belvoir, VA

The President accepted all of the Commission's recommendations on July 2, 1993, and forwarded the Commission's report with his approval to the Congress. On September 20, 1993, by a vote of 12-83, the Senate rejected a resolution of disapproval of the Commission's recommendations. Consequently, the recommendations of the 1993 Commission have the force of law. The 1993 recommendations are required to begin by July, 1995, and must be completed by July, 1999. As of June 1995, four of the 1993 major closures have occurred, and another four are scheduled for closure by the end of FY 1995 (a complete list of the 1993 Commission's recommendations are contained in Appendix L on a state-by-state basis, and in Appendix M by military service).

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CHAPTER 5 THE 1995 PROCESS AND PROCEDURES

Composition of the 1995 Defense Base Closure and Realignment Commission

The commissioners chosen to serve on the 1995 round of the Defense Base Closure and Realignment Commission have diverse backgrounds in public service, business, and the military. In accordance with the enacting statute, two commissioners were nominated in consultation with the Speaker of the U.S. House of Representatives, two in consultation with the U.S. Senate Majority Leader, and one commissioner with the advice of each of the House and Senate Minority Leaders. The two remaining nominations were made independently by the President.

The Commission staff was drawn from divergent backgrounds encompassing government, law, academia, and the military. In addition to those hired directly by the Commission, other staff were detailed from the Department of Defense, the General Accounting Office, the Department of Commerce, the Environmental Protection Agency, the Federal Aviation Administration, and the Federal Emergency Management Agency. The expertise provided by the detailees from these diverse government agencies contributed significantly to the Commission's independent review and analysis effort.

The Commission's review and analysis staff was divided into five teams—Army, Navy, Air Force, Interagency Issues, and Cross Service. A direct-hire civilian managed each of the teams in accordance with the amended law which also limits the number of Department of Defense analysts to 20 percent of the total professional analysts.

THE 1995 BASE CLOSURE PROCESS

KEY PROVISIONS OF THE LAW

Public Law 101-510, as amended, requires the Secretary of Defense to submit a list of proposed

military base closures and realignments to the Commission by March 1, 1995 (see Appendix F). In accordance with the statute, these recommendations must be based upon the force-structure plan submitted to Congress with the Department of Defense budget request for Fiscal Year 1996, and upon final criteria developed by the Secretary of Defense and approved by Congress. For the 1995 Commission process, the Secretary of Defense announced in December, 1994, that the final criteria would be identical to those used during the 1991 and 1993 base closure round.

The Secretary of Defense based the force-structure plan on an assessment of the probable threats to national security during the six-year period beginning in 1995, as well as the anticipated levels of funding that would be available for national defense (see Appendix G).

The final criteria cover a broad range of military, fiscal, and environmental considerations. The first four criteria, which relate to military value, were given priority consideration. The remaining four criteria, which address return on investment, economic impact, community infrastructure, and environmental impact, are important factors that may mitigate against the military value criteria (see Appendix H).

The law requires the Commission to hold public hearings on base closure and realignment recommendations of the Secretary of Defense and on any changes proposed by the Commission to those recommendations. The Commission must report its findings to the President by July 1, 1995, based on its review and analysis of the Secretary of Defense's recommendations. To change any of the Secretary's recommendations, the Commission must find the Secretary deviated substantially from the force-structure plan and final selection criteria.

Once the President receives the Commission's final report, he has until July 15, 1995 to approve or disapprove the recommendations in their

entirety. If approved, the report is sent to the Congress, which then has 45 days to reject the report by a joint resolution of disapproval; otherwise, the report has the force of law. If the President disapproves the Commission's recommendations in whole or in part, he must transmit to the Commission and the Congress his reasons for disapproval. The Commission then has until August 15, 1995, to submit a revised list of recommendations to the President. At that point, the President either forwards the revised list to Congress by September 1, 1995, or the 1995 base closure process is terminated with no action taken to close or realign bases. The law prohibits the President or Congress from making any amendments to the recommendations, thereby requiring an "all-or-nothing" acceptance or rejection of the recommendations.

The 1995 Commission thoroughly analyzed all of the information used by the Secretary of Defense to prepare the recommendations. The Commission held a total of 13 investigative hearings in Washington, D.C. Military Department representatives directly responsible for the Secretary's recommendations testified before the Commission. In addition, several defense and base closure experts from the Federal government and private sector testified about the specifics of the base closure process, the potential impacts of the Secretary of Defense's recommendations, and ways the Federal government could better assist communities with re-use activities. The commissioners and staff members conducted over 206 fact-finding visits to military activities recommended by the Secretary of Defense and considered by the Commission for closure or realignment. Further, the Commission held 16 regional hearings to hear directly from communities nationwide, heard from hundreds of Members of Congress who testified before the Commission, and received over 200,000 letters from concerned citizens across the country. Finally, the Commission received input from the General Accounting Office, as required by the base closure statute, which included a report containing its evaluation of DoD's selection process (see Appendix O and Appendix P).

Based on the information gathered and the analyses performed, alternatives and further additions to the Secretary's list were considered. To perform a thorough analysis and consider all reasonable options, the commissioners voted on March 7, 1995, and on May 10, 1995, to add a total of 36 installations for further consideration as alterna-

tives and additions to the 146 bases recommended for closure or realignment by the Secretary of Defense. As required by law, the Commission published the required notice on May 17, 1995, in the *Federal Register* to inform communities their bases were under consideration by the Commission for possible closure or realignment. Public hearings were held for each of the installations the Commission added for consideration and each major base was visited by at least one Commissioner (see Appendix J).

THE OFFICE OF THE SECRETARY OF DEFENSE (OSD) GUIDANCE TO THE MILITARY DEPARTMENTS AND DEFENSE AGENCIES

The Deputy Secretary of Defense established the policy, procedures, authorities, and responsibilities for base realignment or closure (BRAC) actions by memorandum dated January 7, 1994. This policy guidance provided the Secretaries of the military departments and the directors of the defense agencies with the responsibility to provide the Secretary of Defense with recommendations for closures and realignments. This policy also required the Secretaries of the military departments and Directors of the defense agencies to develop recommendations based exclusively upon the forcestructure plan and final selection criteria, consider all U.S. military installations (as defined in the law) equally, analyze their base structure using like categories of bases, use objective measures for the selection criteria wherever possible, and allow for the exercise of military judgment in selecting bases for closure and realignment.

The Deputy Secretary also established the BRAC 95 Review Group and the BRAC 95 Steering Group to oversee the entire BRAC process. The BRAC 95 Review Group was composed of senior level representatives from each of the military departments, Chairpersons of the BRAC 95 Steering Group and each Joint Cross-Service Group, and other senior officials from the Office of the Secretary of Defense, Joint Staff, and Defense Logistics Agency. It provided oversight and policy for the entire BRAC process. The BRAC 95 Steering Group assisted the Review Group in exercising its authorities.

The Assistant Secretary of Defense for Economic Security was given the responsibility to oversee the 1995 process, and was delegated authority to issue additional instructions.

The Chairman of the Joint Chiefs issued the interim force-structure plan, as directed by the Deputy

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Secretary's January 7, 1994, memorandum, on February 7, 1994. The Department issued the final selection criteria in the *Federal Register* on December 9, 1994. The Deputy Secretary provided the final force-structure plan on January 11, 1995. This Plan was updated on February 22, 1995, by the Deputy Secretary to reflect budget decisions, and was provided to Congress and the Commission on the same day.

JOINT CROSS-SERVICE FUNCTIONS

The 1993 Defense Base Closure and Realignment Commission recommended that the Department develop procedures for considering potential joint or common activities among the military departments. For BRAC 95, the Deputy Secretary directed the creation of Joint Cross-Service Groups (JCSGs) to consider these issues in conjunction with the military departments.

In the January 7, 1994, BRAC policy guidance, and further articulated in BRAC Policy Memorandum Number Two (issued on November 2, 1994), the Deputy Secretary announced a process involving both JCSGs and the individual military departments. This process was designed to establish alternatives for closure and realignment in situations involving common support functions for five functional areas. The five functional areas were: Depot Maintenance, Military Medical Treatment Facilities, Test and Evaluation, Undergraduate Pilot Training, and Laboratories. Additionally, the Department created an Economic Impact Group.

The Economic Impact Group included representatives from the military departments and the Office of the Secretary of Defense. For a year, the Group reviewed methods for analyzing economic impact, established common measures and approaches, and developed a computer-based system to facilitate the analysis of economic impact, including cumulative economic impact.

The Department considered both cumulative economic impact and historical trends of economic activity as part of the economic impact criterion. In response to concerns raised by the 1993 Defense Base Closure and Realignment Commission and the General Accounting Office, DoD analyzed economic impact and cumulative economic impact as relative measures for comparing alternatives. DoD did not establish threshold values, above which it would remove bases from consideration.

Economic impact was considered at two stages in the process. The military departments, in developing their recommendations, developed and analyzed data reflecting the economic impacts of prior BRAC rounds, as well as proposed Department actions during the current round. Once the service recommendations were made to the Secretary of Defense, the economic impacts were reviewed again, to determine whether there were instances in which separate service actions might have affected the same locality.

Each of the Joint Cross-Service Groups developed excess capacity reduction goals, established data collection procedures and milestone schedules for cross-service analysis of common support functions, and presented alternatives to the military departments for their consideration in developing recommendations. The JCSGs issued their alternatives to the military departments in November, 1994, and these alternatives were to be considered as part of their ongoing BRAC analysis.

THE ARMY PROCESS

The Army grouped all installations into categories with similar missions, capabilities, and characteristics. After developing a set of measurable attributes related to DoD's four selection criteria for military value, the Army then assigned weights to reflect the relative importance of each measure. The Army then collected data on its installations and estimated relative importance, using established quantitative techniques to assemble installation assessments.

Using both the installation assessments and its stationing strategy, the Army determined the military value of each installation. These appraisals represented the Army's best judgment on the relative merit of each installation and were the basis for selecting installations that were studied further for closure or realignment.

Once the list of final study candidates received approval by the Secretary of the Army, a variety of alternatives were examined in an effort to identify the most feasible and cost-effective way to close or realign. The Army applied DoD's remaining four selection criteria by analyzing the financial, economic, community, and environmental impacts of each alternative using DoD's standard models. The Army's senior leaders reviewed the results of these analyses and discontinued studies of alternatives they found financially or operationally unfeasible.

During the course of the study effort, the Army Audit Agency performed independent tests and evaluations to check mathematical computations and ensure the accuracy of data and reasonableness of assumptions throughout every step of analysis. The General Accounting Office monitored the Army's process from the very beginning and met regularly with the Army's auditors, as well as officials from The Army Basing Study (TABS) office.

THE NAVY PROCESS

The Secretary of the Navy established a Base Structure Evaluation Committee (BSEC), and a Base Structure Analysis Team (BSAT) to provide staff support to the BSEC. The BSEC had eight members, consisting of senior Department of the Navy (DoN) career civilians and Navy flag and Marine Corps general officers, who were responsible for developing recommendations for closure and realignment.

The BSAT was composed of military and civilian analysts who were tasked to collect data and to perform analysis for the BSEC. The Naval Audit Service reviewed the activities of the BSEC and the BSAT to ensure compliance with the approved Internal Control Plan and audited the accuracy and reliability of data provided by DoN activities. The Office of the General Counsel provided senior-level legal advice and counsel.

In compliance with the Internal Control Plan, a Base Structure Data Base (BSDB) was developed. Data included in the BSDB had to be certified as accurate and complete by the officer or civilian employee who initially generated data in response to the BSEC request for information, and then at each succeeding level of the chain of command. In conjunction with the requirement to keep records of all meetings that were part of the decision-making process, the BSDB and the certification policy were designed to ensure the accuracy, completeness, and integrity of the information upon which the DoN recommendations were based.

The BSEC developed five major categories for organizing its military installations for analysis and evaluation: Operational Support, Industrial Support, Technical Centers/Laboratories, Educational/Training, and Personnel Support/Other. These categories were then further divided into 27 subcategories to ensure that like installations were compared to one another and to allow identification of total capacity and military value for an

entire category of installations. Within these 27 subcategories were 830 individual Navy or Marine Corps installations or activities, each of which was reviewed during the BRAC 95 process.

Data calls were issued to these installations, tailored to the subcategory in which the activity was grouped, to obtain the relevant certified information relating to capacity and military value. "Conglomerate" activities having more than one significant mission received multiple capacity data calls and military value analyses relating to those missions. The certified responses to these data calls were entered into the BSDB and formed the sole basis for BSEC determinations.

Capacity analysis compared the present base structure to the future force-structure requirement for each subcategory of installations to determine whether excess base structure capacity existed. If total capacity was greater than the future required capacity, excess capacity was determined to exist, and the military value of each installation in a subcategory was evaluated. If there was no meaningful excess capacity, no further closure or realignment analysis was conducted. Of the 27 subcategories, eight of them demonstrated either little or no excess capacity.

The remaining 19 subcategories underwent military value analysis to assess the relative military value of installations within a subcategory, using a quantitative methodology that was as objective as possible. Information from the military value data call responses was displayed in a matrix and scored by the BSEC according to relative importance for a particular subcategory. A military value score for a particular installation was a relative measure of military value only within the context of the subcategory in which that installation was analyzed, in order to compare one installation in a subcategory against another installation in that category.

The results of the capacity analyses and military value analyses were then subjected to configuration analysis. Multiple solutions were generated that would satisfy capacity requirements for the future force-structure while maintaining the average military value of the retained installations at a level equal to or greater than the average military value for all of the installations in the subcategory.

The configuration analysis solutions were then used by the BSEC as the starting point for the application of military judgment in the develop-

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ment of potential closure and realignment scenarios to undergo return on investment analysis. Additionally, the Joint Cross-Service Groups generated numerous alternatives derived from their analysis of data and information provided by the military departments. As a result of the scenario development portion of the process, the BSEC developed 174 scenarios involving 119 activities.

Cost of Base Realignment Actions, or "COBRA" analyses were conducted on all of these scenarios. The BSEC used the COBRA algorithms as a tool to ensure that its recommendations were cost effective.

The impact on the local economic area was calculated using the DoD BRAC 95 Economic Impact Data Base. The BSEC also evaluated the ability of the existing local community infrastructure at potential receiving installations to support additional missions and personnel. The impact of increases in base personnel on such infrastructure items as off-base housing availability, public and private schools, public transportation, fire and police protection, health care facilities, and public utilities was assessed.

Once the BSEC had determined the candidates for closure or realignment, an environmental summary was prepared which compared the environmental management efforts at losing and gaining sites. Differences in environmental management effort were presented as they relate to such programs as threatened or endangered species, wetlands, cultural resources, land use, air quality, environmental facilities, and installation restoration sites. The environmental impact analysis permitted the BSEC to obtain a comprehensive picture of the potential environmental impacts arising from the recommendations for closure and realignment.

THE AIR FORCE PROCESS

The Secretary of the Air Force appointed a Base Closure Executive Group of six general officers and seven comparable (Senior Executive Service) civilians. Additionally, an Air Staff-level Base Closure Working Group was formed to provide staff support and additional detailed expertise for the Executive Group. Plans and Programs General Officers from the Major Commands (MAJCOM) met on several occasions with the Executive Group to provide mission specific expertise and greater base-level information. Additionally, other potential service impacts were coordinated by a special interservice working group.

The Executive Group developed a Base Closure Internal Control Plan that was approved by the Secretary of the Air Force. This plan provided structure and guidance for all participants in the base closure process, including procedures for data gathering and certification.

The Executive Group reviewed all active and Air Reserve Component (ARC) installations in the United States that met or exceeded the Section 2687. Title 10 U.S.C. threshold of 300 direct-hire civilians authorized to be employed. Data on all applicable bases were collected via a comprehensive and detailed questionnaire answered at base level with validation by the MAJCOM and Air Staff. All data were evaluated and certified in accordance with the Air Force Internal Control Plan. As an additional control measure, the Air Force Audit Agency was tasked to continuously review the Air Force process for consistency with the law and DoD policy and to ensure the data collection and validation process was adequate. A baseline capacity analysis evaluated the physical capability of a base to accommodate additional force-structure and other activities (excess capacity) beyond what was programmed to be stationed at the base.

All data used in the preparation and submission of information and recommendations concerning the closure or realignment of military installations were certified as to its accuracy and completeness by appropriate officials at base level, MAJCOM, and Air Staff level. In addition, the Executive Group and the Secretary of the Air Force certified that all information contained in the Air Force detailed analysis and all supporting data were accurate and complete to the best of their knowledge and belief.

The Executive Group placed all bases in categories, based on the installation's predominant mission. When considered by category, the results of the baseline capacity analysis represented the maximum potential base closures that could be achieved within each category. The results of the baseline excess capacity analysis were then used in conjunction with the approved DoD forcestructure plan in determining base structure requirements. Other factors were also considered to determine actual capabilities for base reductions. The capacity analysis was also used to identify cost effective opportunities for the beddown of activities and aircraft dislocated from bases recommended for closure and realignment.

Bases deemed militarily or geographically unique or mission-essential were approved by the Secretary of the Air Force for exclusion from further closure consideration. Capacity was analyzed by category, based on a study of current base capacity and the future requirements imposed by the force-structure plan. Categories and subcategories having no excess capacity were recommended to and approved by the Secretary of the Air Force for exclusion from further study.

All non-excluded active component bases in the remaining categories were individually examined on the basis of all eight selection criteria established by the Secretary of Defense, with over 250 sub-elements to the grading criteria. These sub-elements were developed by the Air Force to provide specific data points for each criterion.

Under Deputy Secretary of Defense direction, the Executive Group and the Secretary of the Air Force considered and analyzed the results of the efforts of Joint Cross-Service Groups in the areas of Depot Maintenance, Laboratories, Test and Evaluation, Undergraduate Pilot Training, and Military Treatment Facilities including Graduate Medical Education. The Joint Cross-Service Groups established data elements, measures of merit, and methods of analysis for their functional areas. The Air Force collected data as requested by the joint groups, following the Air Force's Internal Control Plan. After receiving data provided by each of the Services, the joint groups developed functional values and alternatives for the activities under their consideration. These alternatives were reported to the Military Departments for consideration in their processes.

The ARC category, comprised of Air National Guard and Air Force Reserve bases, warrants further explanation. First, these bases do not readily compete against each other, as ARC units enjoy a special relationship with their respective states and local communities. Under Federal law, relocating Guard units across state boundaries is not a practical alternative. In addition, careful consideration must be given to the recruiting needs of these units. Realignment of ARC units onto active or civilian, or other ARC installations, however, could prove cost effective. Therefore, the ARC category was examined for cost effective relocations to other bases.

THE DEFENSE LOGISTICS AGENCY PROCESS

The Defense Logistics Agency (DLA) is not directly identified in the DoD force-structure plan. Therefore, DLA developed Concepts of Operations to translate the effects of the force-structure plan within the Agency's mission planning.

The DLA Director established a Base Realignment and Closure Executive Group comprised of appropriate senior executives from the Agency's business and staff areas. The Group included both senior level civilian and military personnel, and was chaired by the Principal Deputy Director.

The Executive Group served as senior advisors to direct the 1995 study effort and present activity realignment and closure candidates for the Director's final recommendation to the Secretary of Defense. A BRAC Working Group was also established under the direction of the Executive Group. The Working Group developed analytical tools, collected and analyzed certified data, developed and evaluated alternative scenarios for Executive Group consideration, conducted sensitivity analyses, and compiled documentation to support the final recommendations.

The DLA BRAC analysis process ensured that all of the Agency's activities were fully evaluated. Formal charters were developed for the Executive Group and the Working Group, and audit and internal control plans were developed to document the collection and use of accurate certified data.

The Executive Group aggregated activities into categories and subcategories based on similarity of mission, capabilities, and attributes. From these, the following categories were defined: Distribution Depots, Inventory Control Points, Service/Support, and Command and Control Activities. Subcategories were defined within the categories to ensure that the activities were evaluated in a fair and consistent manner. Where possible, activities were compared to peers of similar function and size. Activities identified for closure as a result of previous BRAC decisions were not evaluated.

Comprehensive data calls were designed to support analysis of excess capacity; military value; and economic, environmental, and community impacts with certified data. The data call questionnaires were carefully designed to ensure uniform interpretation of questions, level of detail, and documentation requirements. Sources for the data were specified to the greatest extent practical.

DLA conducted an excess capacity analysis for each of the BRAC activity categories and subcategories. Where significant amounts of excess capacity were found, these sites could be considered as possible receiver sites in potential realignment recommendations.

The purpose of the military value analysis was to determine the relative ranking of each activity with respect to other activities in the same category or subcategory. OSD provided the military departments and the defense agencies with a list of selection criteria to be used as part of the military value analysis. The Executive Group developed more distinctive measures to assess the military value of DLA activities. The Measures of Merit used to develop military value were Mission Scope, Mission Suitability, Operational Efficiencies, and Expandability.

The next step was to identify potential realignment or closure candidates and eliminate the remaining activities from further consideration. Military value, in conjunction with military judgment, was the primary consideration in determining prospective realignment or closure candidates. Once an alternative was conceived, it was evaluated for reasonableness and then either refined or abandoned. DLA worked closely with each military department during this process to identify and consider potential excess space for joint use, to evaluate the impact of military department recommendations on its activities, and to ensure that the impacts of military department recommendations were appropriately factored into the Agency's recommendations.

The DLA BRAC Working Group evaluated potential realignment and closure scenarios using the COBRA model. The analysis results were reviewed by the BRAC Working Group and presented to the Executive Group for further consideration.

Each scenario was considered in terms of its overall risk, benefit, and cost to the strategic direction of DIA and the interests of DoD. Based on its review and best military judgment, the Executive Group made individual recommendations to the Director. After the approval of the Director, the recommendations were then returned to the Working Group for economic, community infrastructure, and environmental impact assessments. The Working Group reported its findings to the Executive Group for further consideration as appropriate.

An Internal Control Plan for the collection and analysis of data was developed for the BRAC 95 process. The plan, issued May 23, 1994, was reviewed and approved by the DoD Inspector General and the General Accounting Office (GAO).

The DoD Inspector General personnel were responsible for data validation, fully participated in the Executive and Working Group meetings, and observed the Working Group analysis process.

GAO representatives also participated in the DLA BRAC 95 process and attended Executive Group meetings, observed the Working Group analysis process, and visited selected field activities to observe the data collection and data validation processes.

Upon completion of the impact assessments, recommendations were returned to the Executive Group. The Working Group presented the results of the impact analyses and supported additional Executive Group deliberations. The Executive Group discussed the impact assessments, conducted an extensive review of each recommendation, and approved selected recommendations.

DEFENSE INVESTIGATIVE SERVICE PROCESS

The Defense Investigative Service (DIS) Director established a Base Realignment and Closure Executive Group comprised of appropriate principals from headquarters, and chaired by the Deputy Director, Resources. The Executive Group acted as senior advisors to direct the analysis effort and present the Director's final recommendations to the Secretary of Defense. A BRAC Working Group was established under the direction of the Executive Group. The Working Group was comprised of four headquarters elements and two investigations control and automation elements. An Internal Control Plan was developed to ensure that data were consistent and standardized, accurate and complete, certifiable, verifiable, auditable by external audit and inspection agencies, and replicable using documentation developed during data collection.

The selection process consisted of five steps to gather data and conduct analyses (1) collect data, (2) analyze military value, (3) develop alternatives, (4) perform COBRA analyses, and (5) determine impacts.

Military value criteria were given priority consideration. Since the DoD Selection Criteria were designed specifically with the military services in mind, the Executive Group developed more distinctive measures to assess the military value of DIS activities. The Measures of Merit used to develop military value were Mission Essentiality, Mission Suitability, Operational Efficiencies, and Expandability.

The DIS used the COBRA model to assess the relative costs, savings, and return on investment of the alternatives. Working Group members gathered the necessary data regarding personnel, construction, and renovation.

The potential economic impact on communities was evaluated through the use of the BRAC 95 Economic Impact Data Base. The ability of the potential losing and receiving location's infrastructure to support each alternative was evaluated by the Executive and Working Groups. Impacts were also evaluated in terms of readiness, effectiveness, and efficiency with regard to the ability of DIS to support its customers. The analysis also considered potential environmental impacts at both the losing and gaining sites for each alternative.

The COBRA results, community and environmental impacts, and supporting rationale were presented to the Executive Groups for consideration and selection of the Agency's final recommendation to the Secretary of Defense.

OFFICE OF THE SECRETARY OF DEFENSE/ JOINT CHIEFS OF STAFF REVIEW

Using certified data, the Secretaries of the military departments and Directors of the defense agencies developed their recommendations based on the approved final selection criteria and forcestructure plan, and submitted their base closure and realignment recommendations to the Secretary of Defense for review and approval. As part of the Secretary's review, the Assistant Secretary of Defense for Economic Security provided for Joint Staff and OSD review of the recommendations received from the military departments and defense agencies.

The Joint Staff reviewed the recommendations from a warfighting perspective to ensure they would not adversely affect the military readiness capabilities of the armed services. The Chairman of the Joint Chiefs of Staff endorsed all the military department and defense agency recommendations without objection.

Key staff elements of the Office of the Secretary of Defense and the Joint Staff also reviewed the recommendations to ensure they would not sacrifice necessary capabilities and resources. The Assistant Secretary of Defense for Economic Security reviewed the recommendations to ensure all eight selection criteria were considered and the recommendations were consistent with the forcestructure plan. This review also assured that DoD policies and procedures were followed and that the analyses were objective and rigorous.

The Secretary approved the recommendations of the military departments and defense agencies and officially transmitted his list of closures and realignments to the 1995 Defense Base Closure and Realignment Commission on February 28, 1995.

COMMISSION REVIEW

The Commission established five teams within its Department of Review and Analysis—one team to review each respective service application of the military value criteria to the base closure process, an Interagency Issues Team which reviewed the Defense Agencies' application of the military value criteria to the base closure process, and a Cross Service Team to review the application of military value applied to depots, test and evaluation, and laboratories. Each team analyzed the services' methodology to ensure general compliance with the law, to confirm accuracy of data, and to determine if base-specific recommendations were properly offered by the Secretary of Defense.

In addition, the Interagency Issues Team analyzed the final four criteria—Return on Investment, Economic Impacts, Community Infrastructure, and Environmental Impacts—across all services. The Interagency Issues Team also provided analysis on airspace issues when applicable.

CRITERIA 1-4: MILITARY VALUE

In accordance with PL 101-510, as amended, all of the information used by the Secretary of Defense to prepare recommendations must be sent to Congress, the Commission, and the Comptroller General. Within the Commission, each team began its review and analysis with an examination of the documents provided by the services. First, teams determined whether the recommendations were based on the force-structure plan and eight criteria, and whether all bases were considered equally. Next, the teams considered if categories, subcategories, and base exclusions were reasonable.

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Each of the teams reviewed the process the services used to assess military value, as well as the reasonableness of the data they used. Each team examined the capacity analyses performed by the services and highlighted installation categories that required additional scrutiny. Specific data analyses included a review and independent analysis of the COBRA input data and military construction cost estimates, as well as the capacity of receiver installations to accept missions.

Throughout the review and analysis process, the Commission staff maintained an active and ongoing dialogue with base-associated communities who made significant contributions to the entire process. Staff members also accompanied commissioners on base visits, attended regional hearings, and visited closure and realignment candidates and receiving installations.

CRITERIA 5-8: COSTS, SAVINGS, AND IMPACTS

While the first four selection criteria assessed military value and were given priority consideration, the remaining criteria were also applied in base closure and realignment evaluations. Because these criteria were not driven by military considerations specific to a service, the commission's Interagency Issues Team evaluated criteria application across all services to ensure process uniformity and compliance with the legal requirement to evaluate recommendations based on the final selection criteria

CRITERION 5: RETURN ON INVESTMENT

As prescribed by OSD policy guidance, the CO-BRA model was used by the services and defense agencies to calculate costs, savings, net present value, and return on investment for base closure and realignment actions. Return on investment was the expected payback period in years for each proposed base closure or realignment. The COBRA input data consisted of standard factors. which generally remained constant, and base/scenario factors which were unique. Standard factor examples included civilian pay, national median home price, discount rates, and costs per mile of moving personnel and equipment. Examples of base/scenario factors included the number of authorized personnel at a base, the size of the base, the number of personnel moving, and construction costs required by the move. The output data were used by each of the services and defense agencies in their decision-making process.

All of the COBRA runs used by the services and defense agencies in formulating their recommendations were provided to the Commission with the Secretary's list. Other COBRA runs were submitted by the services and defense agencies upon Commission request. The Commission thoroughly reviewed the services and defense agencies data throughout its evaluation process.

The Commission also generated and ran its own COBRA models to evaluate various alternative realignment and closure scenarios. In total, including the original DoD submission COBRA runs, the staff received or generated nearly 400 COBRA runs for evaluation and consideration. Ten percent of these COBRA runs were generated by communities and submitted to the Commission for evaluation. In a number of these cases, the communities' analyses identified important cost and savings issues.

Another vital function performed by the Review and Analysis Interagency Issues Team was to track the costs and savings estimates of DoD recommendations throughout the review and analysis process. During the time from February 28, 1995, when the list of recommendations was submitted to the Commission, until the final deliberations in late June, DoD modified the return on investment calculations for 64 of the original 146 recommendations. Several of these revised COBRA runs substantially changed the estimate of the costs and savings associated with a particular realignment or closure action. In general, DoD originally underestimated the cost of executing realignment or closure actions and overestimated their projected savings.

CRITERION 6: ECONOMIC IMPACT

Two economists of the Commission's Review and Analysis Interagency Issues Team, one detailed from the Department of Commerce (DOC) and one from the Federal Emergency Management Agency (FEMA), validated DoD's compliance with Criterion 6 on economic impact. Their review included (1) analysis of economic procedures provided to the Services by DOD's Joint Cross-Service Group on Economic Impact, (2) validation of personnel changes resulting from the current BRAC action, in particular providing consistency in personnel changes between the Economic Impact Database (EID) and the COBRA personnel summary reports, (3) validation of employment data used in the economic impact equation and

historical economic data used to demonstrate actual economic activity, (4) a validation of the economic areas assigned to installations, and (5) an analysis of the indirect job multipliers used to measure indirect job impacts.

The services generally complied with the OSD guidance to estimate economic impact, and these impacts represented a "worst-case" estimate of job loss. Economic procedures used by the services complied with commonly used economic practice for measuring regional economic impacts. Personnel changes were consistent, in the majority of installations, between EID and COBRA. Where inconsistencies occurred, the Commission directed the services to resolve them. Economic data were validated by comparing the data in the EID with economic reports generated by the services and by validating these data from their sources— DOC's Bureau of Economic Analysis and Labor Department's Bureau of Labor Statistics. The Commission validated assignment of installations to appropriate economic areas, consistent with the Office of Management and Budget's Revised Standard for Defining Metropolitan Areas, as appropriate.

The Commission, with further assistance of FEMA, assessed indirect job multipliers used by the services to estimate indirect job losses by independently computing multipliers for 32 major bases included on the Secretary's list. In most cases, the multipliers used by the services were greater than those estimated by FEMA. Where the FEMA multipliers were greater, the Commission questioned DoD's Joint Cross-Service Group on Economic Impact about the apparent discrepancies. The Commission found, through these discussions, that the lower DoD multipliers were from adjustments to standard multipliers to account for lower military wages and on-base services for DoD military personnel, compared to that of DoD civilian personnel. After this review, the Commission believed the indirect job multiplier values used by the services were consistent and complied with good economic practice.

CRITERION 7: COMMUNITY INFRASTRUCTURE

The Commission's Review and Analysis Interagency Issues Team validated DoD's compliance with Criterion 7, "the ability of both the existing and potential receiving communities' infrastructure to support forces, missions and personnel." DoD did not provide specific guidance on how the

services should evaluate this criterion. The services determined their own measures for adequacy of community infrastructure which were based as much as possible on existing data sources. Each service appeared to address its measures adequately, so that no substantial deviation from established criteria was identified.

Army: In its report to the Commission, the Army stated that Criterion 7 was addressed with Criterion 6 using DoD's standard model to evaluate economic impacts. The Army provided no additional description of its evaluation of community infrastructure. Some of the attributes selected for the Army's military value analysis suggested that community infrastructure may have been taken into account in the analysis. These attributes included workforce statistics, cost of living index, family housing, health care index, and variable housing allowance.

Navy: The Navy rated selected aspects of community infrastructure in its military value analysis, including on- and off-base housing, child care availability, commute distance, access to education and health care, and crime statistics. Community infrastructure factors were rated and assigned weights for calculation within each installation category. The Navy's data calls contained comprehensive listings and statistics on workforce attributes, spouse employment, education options, and ability of local infrastructure to accept growth at various levels.

Air Force: The Air Force quantified and rated several sub-elements: off-base housing, transportation, crime rate, medical care, education, and off-base recreation. The Air Force assigned colorcoded ratings to the six sub-elements, which were averaged out to a single color-code assigned for community infrastructure. The analysis relied on various national, local, and service-specific data sources. The Variable Housing Allowance (VHA) survey evaluated various cost-related factors for individual bases, and was used to derive the VHA paid to enlisted personnel. VHA data were used by the Air Force to assess off-base housing and commute information. It should be noted that the objectives of the VHA survey (to measure need for VHA) tend to influence survey responders to maximize negative responses. Thus, quality of life data derived from the VHA survey may appear to show a negative bias towards community infrastructure.

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Defense Agencies: The Defense Logistics Agency assessed community impact by using data on local economic indicators, transportation, utilities, workforce availability, housing, education, health care, crime, and climate/environment. Data sources included Bureau of the Census, Department of Commerce, state agencies, local transit authorities, and published business directories.

CRITERION 8: ENVIRONMENTAL IMPACT

An environmental analyst detailed to the Commission's Review and Analysis Interagency Issues Team from the Environmental Protection Agency validated DoD's compliance with Criterion 8 on environmental impact. The review included (1) review of DoD guidance to the services and defense agencies, (2) review of each services' analysis and recommendations, (3) review of selected base-specific data calls for each service, and (4) interviews with an environmental analyst from the BRAC staff of each service to clarify interpretation of DoD guidance.

The Department required consideration of environmental impacts for closing, realigning, and receiving installations. Specifically, seven environmental attributes were to be evaluated: threatened and endangered species, wetlands, historic and archeological sites, pollution control, hazardous materials/wastes, land and air uses, and programmed environmental costs/cost avoidances.

Guidance was issued in December 1994 which addressed environmental restoration and compliance costs. The policy stated that "[e]nvironmental restoration costs at closing bases are not to be considered for cost of closure calculations," and cited DoD's legal obligation for environmental restoration at any base, whether or not it closes. Environmental compliance costs, however, could be a factor in a base closure or realignment decision, and were estimated for all facilities.

The services and defense agencies generally complied with the DoD guidance in their evaluation of environmental impacts. The services applied different weighting factors to environmental criteria, and some services selected certain environmental criteria to incorporate in their military value analysis. Specific comments follow:

Army: The Army assessed some environmental impacts in its military value assessment as environmental carrying capacity, which measured ability

to conduct current missions, receive additional units, and expand operations in light of environmental constraints. The Army also assessed environmental impacts and costs in Installation Environmental Baseline Summaries. Army documentation indicated that environmental factors did not impede any recommended BRAC action.

Navy: The Navy selected certain environmental factors to include in most of its military value calculations, under "Environment and Encroachment." These factors were selected and weighted differently for each subcategory of Navy facilities, as some environmental criteria were considered more significant to certain types of facilities. Of all environmental factors measured within military value evaluations, air quality was often assigned the greatest weight. All required environmental attributes and costs were assessed qualitatively in the base-specific environmental data calls.

Air Force: The Air Force quantified air quality as one of seven sub-elements in its military value analysis under Criterion II (Availability and Conditions of Land, Facilities, and Associated Airspace). The Air Force addressed and weighted all other environmental elements in general in Section VIII (Environmental Impact). Additional environmental information and costs were summarized in the base-specific data calls but were not weighted as criteria for comparison. The categories and level of detail for compliance costs varied from one base to another, and did not allow for effective comparison between bases.

Defense Agencies: The Defense Logistics Agency sent environmental questionnaires to installations, and sent responses to the Commission. DLA stated any environmental factors that would limit an installation's ability to expand were assessed. In two cases, Tracy/Sharpe and Ogden, air quality nonattainment was viewed as a potential limitation on expansion. The Defense Investigative Service completed an environmental analysis for the structure from which it will move.

General Comments: Air quality presented particular concerns for realigning and receiving candidate installations. The BRAC95 was the first round which considered regulations for conformity under the 1990 Clean Air Act, which prohibits a Federal agency from supporting an action unless it determines that it conforms to the air quality implementation plan for the area.

The Air Force appeared to assign air quality a greater weight than other services as they considered the military value implications. Air Force and DLA considered the probability of obtaining conformity determinations in making their recommendations. Although the Navy identified areas where conformity might be required, its recommendations assumed that implementation was possible, even at significant cost. The Army's documentation did not indicate that air conformity concerns affected closures or realignments.

THE ROLE OF THE GENERAL ACCOUNTING OFFICE (GAO)

In compliance with Public Law 101-510, as amended, GAO evaluated DoD's selection process, provided the Commission and Congress a report containing its detailed analysis of the process, and testified before the Commission on April 17, 1995.

The GAO reported to Congress and the Commission that the services' selection processes were generally sound, well documented, and should result in substantial savings. However, the recommendations and selection processes were not without problems and, in some cases, raised questions about the reasonableness of specific recommendations. At the same time, GAO noted that improvements were made to the processes from prior rounds, including more precise categorization of bases and activities, resulting in more accurate comparisons between like facilities and functions, and better analytical capabilities.

GAO reported that the DoD and its components included the requirement to use certified data, i.e., information that was accurate and complete to the best of the originator's knowledge and belief. This requirement was designed to overcome concerns about the consistency and reliability of data used in the processes. GAO also found that the services improved their cost and savings estimates for BRAC95 recommendations. In developing cost estimates, they took steps to develop more current and reliable sources of information and placed greater reliance, where practicable, on standardized data. Some components sought to minimize the costs of base closures by avoiding unnecessary military construction. For example, the Navy proposed a number of changes to prior BRAC decisions that will further reduce infrastructure and avoid some previously planned closure costs.

The 1993 Defense Base Closure and Realignment Commission required DoD to explore opportunities for cross-service use of common support assets. For the 1995 round, the Department of Defense established cross-service review groups to provide the services with alternatives for realignments and closures in the areas of depot maintenance, laboratories, test and evaluation facilities, undergraduate pilot training, and medical treatment facilities. GAO found that DoD's attempt at reducing excess capacity by proposing cross-service alternatives yielded some results. Agreements for consolidating similar work done by two or more of the services were limited, however, and opportunities to achieve additional reductions in excess capacity and infrastructure were missed. This was particularly true of depot maintenance activities and laboratory facilities.

GAO also found that although the services have improved their processes with each succeeding BRAC round, some process problems continued to be identified. In particular, the Air Force's process remained largely subjective and not well documented; also, it was influenced by preliminary estimates of base closure costs that changed when a more focused analysis was made. For these and other reasons, GAO questioned a number of the Air Force's recommendations. To a lesser extent, some of the services' decisions affecting specific closures and realignments also raised questions. For example, GAO found the Secretary of the Navy's decision to exclude certain facilities from closure for economic impact reasons was not consistently applied.

As stated above, GAO reported that, as in the past, key aspects of the Air Force's 1995 process remained largely subjective and not well documented. Documentation of the Air Force's process was too limited for GAO to fully substantiate the extent of Air Force deliberations and analyses. However, GAO determined that initial analytical phases of the Air Force process were significantly influenced by preliminary estimates of base closure costs. For example, some bases were removed from initial consideration based on these estimates. Also, in some instances, closure costs appeared to materially affect how the bases were valued.

Relative to the Navy, GAO concluded its process was generally thorough and well documented. It pointed out, however, that the Secretary of the Navy excluded four activities in California, and

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one in Guam, from consideration for closure because of concerns over the loss of civilian positions. For the activities in California, the Secretary based his decision on the cumulative economic impact of closures from all three prior BRAC rounds. But the economic impact of the four California activities, as defined by OSD criteria, is less on a locality basis than that for similar activities recommended for closure in other states either by the Navy or by other DoD components. In this case, however, OSD did not take exception to the inconsistency.

GAO also found the Army's process and recommendations to be generally sound. GAO asserted the Army did not fully adhere to its regular process, however, in assessing military value when recommending minor and leased facilities for closure. In selecting 15 minor sites for closure, the Army based its decision on the judgment of its major commands which assessed the sites as excess and of low military value. In considering leased facilities, the Army relied on its stationing strategy and its guidance to reduce leases but did not assess the facilities separately as it did for other installations. The decisions were arrived at through some departure from the process used for installations.

Regarding the Defense Logisitics Agency, GAO reported its process and recommendations were well documented and flowed logically.

Finally, GAO certified that the Defense Investigative Service's recommendation was well documented and generally sound.

APPENDIX A ABBREVIATIONS

AAA AAP	Army Audit Agency Army Amunition Plant	DDAA	Distribution Depot Anniston, Alabama
ABM	Anti-Ballistic Missile	DDCO	Distribution Depot Columbus, Ohio
AFAA	Air Force Audit Agency	DDJC	Distribution Depot San Joaquin,
AFB	Air Force Base	22,0	California
AFEWES	Air Force Electronic Warfare	DDLP	Distribution Depot Letterkenny,
MLWLO	Evaluation Simulator	DDIA	Pennsylvania
AFMC	Air Force Materiel Command	DDMC	Distribution Depot McClellan,
AFRES	Air Force Reserve	DDMO	California
AGB	Air Guard Base	DDMT	Distribution Depot Memphis,
AGS	Air Guard Station	DDMI	Tennessee
ALC	Air Logistics Center	DDOU	Distribution Depot Ogden, Utah
AMSA	Area Maintenance Support Activity	DDRT	Distribution Depot Red River, Texas
ARB	Air Reserve Base	DDRV	Distribution Depot Richmond,
ARC	Air Reserve Component	DDR	Virginia Virginia
ARS	Air Reserve Station	DDSP	Distribution Depot Susquehanna,
AS	Air Station	2201	Pennsylvania
ASO	Aviation Supply Office	DDST	Distribution Depot San Antonio,
ATCOM	Aviation Troop Command	2201	Texas
BEA	Bureau of Economic Analysis	DERA	Defense Environmental Restoration
BLS	Bureau of Labor Statistics	22141	Account
BOS	Base Operating Support	DESC	Defense Electronics Supply Center
BRAC	Base Realignment and Closure	DFSC	Defense Fuel Supply Center
BSAT	Base Structure Analysis Team	DGSC	Defense General Supply Center
BSDB	Base Structure Data Base	DIS	Defense Investigative Service
BSEC	Base Structure Evaluation Committee	DISC	Defense Industrial Supply Center
C4I	Command, Control,	DLA	Defense Logistics Agency
	Communications, Computers,	DLSC	Defense Logistics Services Center
	and Intelligence	DOC	Department of Commerce
CERCLA	Comprehensive Environmental	DoD	Department of Defense
0211021	Response, Compensation and	DoD IG	Department of Defense Inspector
	Liabilities Act		General
CHAMPUS	Civilian Health and Medical Program	DOE	Department of Energy
	of the Uniformed Services	DOI	Department of Interior
CINC	Commander-in-Chief	DoN	Department of Navy
COBRA	Cost of Base Realignment Actions	DPSC	Defense Personnel Support Center
CONUS	Continental United States	DRMS	Defense Reutilization And Marketing
DCMAO	Defense Contract Management Area		Service
	Operations	DSDC	DLA Systems Design Center
DCMC	Defense Contract Management	EDA	Economic Development
	Command		Administration
DCMD	Defense Contract Management	EFA NW	Engineering Field Activity Northwest
	District	EIG	Engineering Installation Group
DCSC	Defense Construction Supply Center	EPA	Environmental Protection Agency
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FISC	Fleet and Industrial Supply Center	NSB	Naval Submarine Base
FSC	Federal Supply Classes	NSWC	Naval Surface Warfare Center
	General Accounting Office	NSY	
GAO	<u> </u>		Naval Training Contor
GSA	General Services Administration	NTC	Naval Training Center
IAP	International Airport	NTTC	Naval Technical Training Center
IC&AD	Investigations Control and	NUWC	Naval Undersea Warfare Center
	Automation Directorate	NWAD	Naval Warfare Assessment Division
ICP	Inventory Control Point	NWS	Naval Weapons Station
ISSC	Information Systems Software	OEA	Office of Economic Adjustment
	Command	OMB	Office of Management and Budget
IUSS	Integrated Undersea Surveillance	ONR	Office of Naval Research
	System	OSD	Office of the Secretary of Defense
JPAT	Joint Process Action Team	PTR	Pilot Training Rate
JCSG	Joint Cross-Service Group	PWC	Public Works Center
LANTIRN	Low Altitude Navigation and	RC	Reserve Component
	Targeting Infrared System (Night)	R&D	Research and Development
LMI	Logistics Management Institute	RDT&E	Research, Development, Test, and
MAJCOM	Major Command		Evaluation
MAP	Municipal Airport	REDCAP	Real-Time Digitally Controlled
MCAF	Marine Corps Air Facility	KLDÇM	Analyzer Processor
MCAS		REDCOM	Readiness Command
	Marine Corps Air Station		Return on Investment
MCB	Marine Corps Base	ROI	
MCLB	Marine Corps Logistics Base	SAILS	Strategic Analysis of Integrated
MSA	Metropolitan Statistical Area	ODIN	Logistics Systems
NADEP	Naval Aviation Depot	SDIV	Southern Division
NAESU	Naval Aviation Engineering Service	SIMA	Shore Intermediate Maintenance
	Unit		Activity
NAF	Naval Air Facility	SIOP	Single Integrated Operational Plan
NAS	Naval Air Station	SPAWAR	Space and Naval War Systems
NATSF	Naval Air Technical Services Facility		Command
NAVAIR	Naval Air Systems Command	SRF	Ship Repair Facility
NAVFAC	Naval Facility	SSN	Attack Submarine, Nuclear-Powered
NAVMASSO	Naval Management Systems	SUPSHIP	Supervisors of Shipbuilding,
	Support Office		Conversion and Repair
NAVSEA	Naval Sea Systems Command	TC	Transition Coordinator
NAWC	Naval Air Warfare Center	UPT	Undergraduate Pilot Training
NBDL	Naval Biodynamics Laboratory	VHA	Variable Housing Allowance
NCCOSC	Naval Command, Control, and	WDIV	Engineering Field Activity West
1100000	Ocean Surveillance Center	WPSTA	Weapons Station
NCR	National Capital Region	***************************************	weapone canon
NESEC	Naval Electronic Systems		
NESEC	Engineering Center		
NETC	Naval Education and Training Center		
	Naval Health Research Center		
NHRC			
NISE	Naval In-Service Engineering		
NISMC	Naval Information Systems		
	Management Center		
NMRI	Naval Medical Research Institute		
NPRDC	Navy Personnel Research and		
	Development Center		
NPS	Nuclear Power School		
NPV	Net Present Value		
NRC	Naval Reserve Center		
NRD	Naval Recruiting District		
NRL	Naval Research Laboratory		
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A-2 APPENDIX A

APPENDIX B DEFINITIONS

The Secretary of Defense used the following terms in developing the 1995 Recommendations to the Commission:

Close: All missions of the base will cease or be relocated. All personnel (military, civilian and, contractor) will either be eliminated or relocated. The entire base will be excessed and the property disposed. Note: A caretaker workforce is possible to bridge between closure (missions ceasing or relocating) and property disposal, which are separate actions under Public Law 101-510.

Close, Except: The vast majority of the missions will cease or be relocated. Over 95 percent of the military, civilian, and contractor personnel will either be eliminated or relocated. All but a small portion of the base will be excessed and the property disposed. The small portion retained will often be facilities in an enclave for use by the reserve component. Generally, active component management of the base will cease. Outlying, unmanned ranges or training areas retained for reserve component use do not count against the "small portion retained." Again, closure (missions ceasing or relocating) and property disposal are separate actions under Public Law 101-510.

Inactive, Disestablish: Terms used to describe planned actions which directly affect missions, units, or activities. Fighter wings are *inactivated*, bases are *closed*.

Mothball, Layaway: Terms used when retention of facilities and real estate at a closing or realigning base are necessary to meet the mobilization or contingency needs of Defense. Bases or portions of bases "mothballed" will not be excessed and disposed. It is possible they could be leased for interim economic uses.

Realign: Some missions of the base will cease or be relocated, but others will remain. The active component will still be host of the remaining portion of the base. Only a portion of the base will be

excessed and the property disposed, with realignment (missions ceasing or relocating) and property disposal being separate actions under Public Law 101-510. In cases where the base is both gaining and losing missions, the base is being *realigned* if it will experience a net reduction of DoD civilian personnel. In such situations, it is possible that no property will be excessed.

Receiving Base: A base which receives missions, units, or activities relocating from a closing or realigning base. In cases where the base is both gaining and losing missions, the base is a *receiving base* if it will experience a net increase of DoD civilian personnel.

Relocate: The term used to describe the movement of missions, units, or activities from a closing or realigning base to another base. Units do not realign from a closing or a realigning base to another base, they *relocate*.

The Base Closure and Realignment Statute defines the following terms:

Account: The Department of Defense Base Closure Account 1990 established by section 2906(a)(1) of the Defense Base Closure and Realignment Act of 1990.

Congressional Defense Committees: The Committees on Armed Services and the Committees on Appropriations of the Senate and of the House of Representatives.

Commission: The Commission established by section 2902 of the Defense Base Closure and Realignment Act of 1990.

Military Installation: A base, camp, post, station, yard, center, homeport facility for any ship, or other activity under the jurisdiction of the Department of Defense, including any leased facility. Such term does not include any facility used primarily for civil works, rivers and harbors projects, flood control, or other projects not under the primary jurisdiction or control of the Department of Defense.

Realignment: Any action which both reduces and relocates functions and civilian personnel positions but does not include a reduction in force resulting from workload adjustments, reduced personnel or funding levels, or skill imbalances.

Secretary: The Secretary of Defense.

United States: The 50 States, the District of Columbia, the Commonwealth of Puerto Rico, Guam, the Virgin Islands, American Samoa, and any other territory or possession of the United States.

The Commission uses the following terms in this Report:

BRAC 95 Economic Impact: The BRAC 95 economic impact of an installation is the direct and indirect job loss resulting from a 1995 BRAC realignment or closure expressed as a percentage of the employment base within its economic area.

CERCLA: The Comprehensive Environmental Response, Compensation, and Liability Act, also known as the Superfund, is the legal framework for the identification, restoration, and transfer of contaminated private property. In 1986, CERCLA was revised to include all federal property, including military installations.

CERFA: The Community Environmental Response Facilitation Act. It amends CERCLA and requires identification of uncontaminated parcels at closing bases and allows the clean parcels to be transferred while long-term cleanup of contaminated parcels continues.

Clean Air Act: The Clean Air Act refers to federal regulations upon which the nation's air pollution control program is based. The program is carried out by the Environmental Protection Agency and state regulatory programs. The program is based primarily on the 1970 version of the Act. It was most recently amended in 1990.

COBRA: COBRA, or the Cost of Base Realignment Actions, is an analytical tool for estimating the costs and savings associated with the execution of a realignment or closure action. The tool calculates the one-time cost, annual savings, return on investment, and the net present value of each action.

Cumulative Economic Impact: The cumulative economic impact of an installation is the direct and indirect job loss expressed as a percentage of the employment base resulting from the current (1995) BRAC action; other current BRAC actions across all Services within the same economic area;

and prior BRAC actions, across all Services within the same economic area, if the personnel losses occur in 1994 or after.

Economic Area: Economic areas for each installation were assigned by the Services and consist of either a county, multiple counties, or metropolitan statistical areas. These areas generally represent personnel commuting patterns and common components of supply and demand.

Economic Development Administration: The EDA, which is a part of the Department of Commerce, is to provide economic development grants to help communities implement their economic development plans.

Enclave: A section of a military installation that remains intact from that part which is closed or realigned and which will continue with its current role and functions subject to specific modifications.

Local Redevelopment Authority: The DoD recognized local organization whose role is to coordinate efforts of the community to reuse assets of the former military base.

Office of Economic Adjustment: The OEA is an agency within the DoD that is in charge of helping communities plan for base closures and realignments. The Office also provides planning grants to impacted communities.

One-time Cost: The nonrecurring cost to implement the recommendations.

RCRA: The Resource Conservation and Recovery Act which passed in 1976 and amended in 1984. RCRA provides "cradle-to-grave" control of hazardous waste by imposing management requirements on the military as generators and transporters of hazardous wastes and owners and operators of treatment, storage, and disposal facilities. The RCRA covers federal and private sites, and applies mainly to active facilities. The military can perform environmental cleanup under the Corrective Action portion of RCRA.

Redevelopment Plan: Contains the various alternatives the local community, through its Local Redevelopment Authority, intends to create jobs and provide economic recovery.

Redirect: Recommendation from the Secretary of Defense, or a decision of the Defense Base Closure and Realignment Commission, to change a base closure or realignment decision made by a prior Commission round (1988, 1991, or 1993). **Note:** This term is generally used when the receiver installation is changed.

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APPENDIX C SECTION 2687, TITLE 10, UNITED STATES CODE

§ 2687. BASE CLOSURES AND REALIGNMENTS

- (a) Notwithstanding any other provision of law, no action may be taken to effect or implement:
- (1) the closure of any military installation at which at least 300 civilian personnel are authorized to be employed;
- (2) any realignment with respect to any military installation referred to in paragraph (1) involving a reduction by more than 1,000 or by more than 50 percent, in the number of civilian personnel authorized to be employed at such military installation at the time the Secretary of Defense or the Secretary of the military department concerned notifies the Congress under subsection (b) of the Secretary's plan to close or realign such installation; or
- (3) any construction, conversion or rehabilitation at any military facility other than a military installation referred to in clause (1) or (2) which will or may be required as a result of the relocation of civilian personnel to such facility by reason of any closure or realignment to which clause (1) or (2) applies, unless and until the provisions of subsection (b) are complied with.
- (b) No action described in subsection (a) with respect to the closure of, or a realignment with respect to, any military installation referred to in such subsection may be taken unless and until:
- (1) the Secretary of Defense or the Secretary of the military department concerned notifies the Committees on Armed Services of the Senate and House of Representatives, as part of an annual request for authorization of appropriations to such Committees, of the proposed closing or realignment and submits with the notification an evaluation of the fiscal, local economic, budgetary, environmental, strategic, and operational consequences of such closure or realignment; and
- (2) a period of 30 legislative days or 60 calendar days, whichever is longer, expires following the day on which the notice and evaluation referred

- to in clause (1) have been submitted to such committees, during which period no irrevocable action may be taken to effect or implement the decision.
- (c) This section shall not apply to the closure of a military installation, or a realignment with respect to a military installation, if the President certifies to the Congress that such closure or realignment must be implemented for reasons of national security or a military emergency.
- (d)(1) After the expiration of the period of time provided for in subsection (b)(2) with respect to the closure or realignment of a military installation, funds which would otherwise be available to the Secretary to effect the closure or realignment of that installation may be used by him for such purpose.
- (2) Nothing in this section restricts the authority of the Secretary to obtain architectural and engineering services under section 2807 of this title.
 - (e) In this section:
- (1) The term "military installation" means a base, camp, post, station, yard, center, homeport facility for any ship, or other activity under the jurisdiction of the Department of Defense, including any leased facility, which is located within any of the several States, the District of Columbia, the Commonwealth of Puerto Rico, American Samoa, the Virgin Islands, or Guam. Such term does not include any facility used primarily for civil works, rivers and harbors projects, or flood control projects.
- (2) The term "civilian personnel" means directhire, permanent civilian employees of the Department of Defense.
- (3) The term "realignment" includes any action which both reduces and relocates functions and civilian personnel positions, but does not include a reduction in force resulting from workload adjustments, reduced personnel or funding levels, skill imbalances, or other similar causes.
- (4) The term "legislative day" means a day on which either House of Congress is in session.

APPENDIX D 1988 CHARTER: DEFENSE SECRETARY'S COMMISSION ON BASE REALIGNMENT AND CLOSURE

In accordance with the provisions of the Federal Advisory Committee Act, as amended (5 U.S.C. App. I), a Commission on Base Realignment and Closure is hereby ordered as follows:

Section 1. Establishment.

There is established the Defense Secretary's Commission on Base Realignment and Closure. The Commission shall be composed of twelve members appointed or designated by the Secretary of Defense. The composition of the Commission shall include persons with broad experience in government and national defense. The Secretary shall designate two Chairpersons from among the members of the Commission.

Section 2. Functions.

The Commission shall study the issues surrounding military base realignment and closure within the United States, it's commonwealths, territories, and possessions. The primary objectives of the Commission shall be to:

- A. Determine, by November 15, 1988, the best process, including necessary administrative changes, for identifying bases to be closed or realigned; how to improve and best use Federal government incentive programs to overcome the negative impact of base closure or realignment; and, the criteria for realigning and closing bases to include at least:
 - 1. The current and future mission requirements and the impact on operational readiness of the military departments concerned.
 - 2. The availability and condition of land and facilities at both the existing and potential receiving locations.

- 3. The potential to accommodate contingency, mobilization, and future force requirements at receiving locations.
- 4. The cost and manpower implications.
- 5. The extent and timing of potential cost savings, including whether the total cost savings realized from the closure or realignment of the base will, by the end of the 6-year period beginning with the date of the completion of the closure or realignment of the base, exceed the amount expended to close or realign the base.
- 6. The economic impact on the community in which the base to be closed or realigned is located.
- 7. The community support at the receiving locations.
- 8. The environmental impact.
- 9. The implementation process involved.
- B. Review the current and planned military base structure in light of force structure assumptions, and the process and criteria developed pursuant to subparagraph A, and identify which bases should be closed or realigned.
- C. Report its findings and recommendations to the Secretary of Defense by December 31, 1988.

Section 3. Administration.

Members of the Commission shall serve without compensation for their work on the Commission. However, members appointed from among private citizens may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by law for persons serving intermittently in

the government service (5 U.S.C. 5701-5707), to the full extent funds are available. The Secretary of Defense shall provide the commission with such administrative services, facilities, staff, and other support services as may be necessary. Any expenses of the Commission shall be paid from such funds as may be available to the Secretary of Defense.

The Commission shall be in place and operating as soon as possible. Shortly thereafter, the Commission shall brief the Secretary of Defense on the Commission's plan of action. The Commission's final report shall include recommendations to realign and close bases only upon a vote of a majority of members of the Commission. The Commission should complete its work by December 31, 1988.

Frank Carlucci Secretary of Defense

The Pentagon May 3, 1988 (as revised November 3, 1988)

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APPENDIX E DEFENSE AUTHORIZATION AMENDMENTS AND BASE CLOSURE AND REALIGNMENT ACT OF 1988 (P.L. 100-526)

Enacted October 24, 1988

As amended by the National Defense Authorization Acts for Fiscal Years 1991 (P.L. 101-510), 1992/1993 (P.L. 102-190), 1993 (P.L. 102-484), 1994 (P.L. 103-160), and 1995 (P.L. 103-337), and the Base Closure Community Redevelopment and Homeless Assistance Act of 1994 (P.L. 103-421)

SEC. 1. SHORT TITLE

This Act may be cited as the "Defense Authorization Amendments and Base Closure and Realignment Act".

TITLE II—CLOSURE AND REALIGNMENT OF MILITARY INSTALLATIONS

SEC. 201. CLOSURE AND REALIGNMENT OF MILITARY INSTALLATIONS

The Secretary shall-

- (1) close all military installations recommended for closure by the Commission on Base Realignment and Closure in the report transmitted to the Secretary pursuant to the charter establishing such commission;
- (2) realign all military installations recommended for realignment by such commission in such report; and
- (3) initiate all such closures and realignments no later than September 30, 1991, and complete all closures and realignments no later than September 30, 1995, except that no such closure or realignment may be initiated before January 1, 1990.

SEC. 202. CONDITIONS

- (a) In GENERAL.—The Secretary may not carry out any closure or realignment of a military installation under this title unless—
 - (1) no later than January 16, 1989, the Secretary transmits to the Committees on Armed Services of the Senate and the House of Representatives a report containing a statement that the Secretary has approved, and the Department of Defense will implement, all of the military installation closures and realignments recommended by the Commission in the report referred to in section 201(1);
 - (2) the Commission has recommended, in the report referred to in section 201(1), the closure or realignment, as the case may be, of the installation, and has transmitted to the Committees on Armed Services of the Senate and the House of Representatives a copy of such report and the statement required by section 203(b)(2); and
 - (3) the Secretary of Defense has transmitted to the Commission the study required by section 206(b).
- **(b) Joint Resolution.**—The Secretary may not carry out any closure or realignment under this title if, within the 45-day period beginning on March 1, 1989, a joint resolution is enacted, in accordance with the provisions of section 208, disapproving the recommendations of the Commission. The days on which either House of Congress is not in session because of an adjournment of more than 3 days to a day certain shall be excluded in the computation of such 45-day period.

- **(c) TERMINATION OF AUTHORITY.**—(1) Except as provided in paragraph (2), the authority of the Secretary to carry out any closure or realignment under this title shall terminate on October 1, 1995.
- (2) The termination of authority set forth in paragraph (1) shall not apply to the authority of the Secretary to carry out environmental restoration and waste management at, or disposal of property of, military installations closed or realigned under this title.

SEC. 203. THE COMMISSION

- (a) Membership.—The Commission shall consist of 12 members appointed by the Secretary of Defense.
 - **(b) Duries.**—The Commission shall—
 - (1) transmit the report referred to in section 201(1) to the Secretary no later than December 31, 1988, and shall include in such report a description of the Commission's recommendations of the military installations to which functions will be transferred as a result of the closures and realignments recommended by the Commission; and
 - (2) on the same date on which the Commission transmits such report to the Secretary, transmit to Committees on Armed Services of the Senate and the House of Representatives—
 - (A) a copy of such report; and
 - (B) a statement certifying that the Commission has identified the military installations to be closed or realigned by reviewing all military installations inside the United States, including all military installations under construction and all those planned for construction.
- **(c) STAFF.**—Not more than one-half of the professional staff of the Commission shall be individuals who have been employed by the Department of Defense during calendar year 1988 in any capacity other than as an employee of the Commission.

SEC. 204. IMPLEMENTATION

- (a) In GENERAL.—In closing or realigning a military installation under this title, the Secretary—
 - (1) subject to the availability of funds authorized for and appropriated to the Department of Defense for use in planning and design, minor construction, or operation and mainte-

- nance and the availability of funds in the Account, may carry out actions necessary to implement such closure or realignment, including the acquisition of such land, the construction of such replacement facilities, the performance of such activities, and the conduct of such advance planning and design as may be required to transfer functions from such military installation to another military installation;
- (2) subject to the availability of funds authorized for and appropriated to the Department of Defense for economic adjustment assistance or community planning assistance and the availability of funds in the Account, shall provide—
 - (A) economic adjustment assistance to any community located near a military installation being closed or realigned, and
 - (B) community planning assistance to any community located near a military installation to which functions will be transferred as a result of such closure or realignment, if the Secretary determines that the financial resources available to the community (by grant or otherwise) for such purposes are inadequate; and
- (3) subject to the availability of funds authorized for and appropriated to the Department of Defense for environmental restoration and the availability of funds in the Account, may carry out activities for the purposes of environmental restoration, including reducing, removing, and recycling hazardous wastes and removing unsafe buildings and debris.
- **(b)** Management and Disposal of Property.—(1) The Administrator of General Services shall delegate to the Secretary, with respect to excess and surplus real property, facilities, and personal property located at a military installation closed or realigned under this title—
 - (A) the authority of the Administrator to utilize excess property under section 202 of the Federal Property and Administrative Services Act of 1949 (40 U.S.C. 483);
 - (B) the authority of the Administrator to dispose of surplus property under section 203 of that Act (40 U.S.C. 484); and
 - (C) the authority of the Administrator to grant approvals and make determinations under section 13(g) of the Surplus Property Act of 1944 (50 U.S.C. App. 1622(g)).

- (2)(A) Subject to subparagraph (B), the Secretary of Defense shall exercise authority delegated to the Secretary pursuant to paragraph (1) in accordance with—
 - (i) all regulations in effect on the date of the enactment of this title governing utilization of excess property and disposal of surplus property under the Federal Property and Administrative Services Act of 1949; and
 - (ii) all regulations in effect on the date of the enactment of this title governing the conveyance and disposal of property under section 13(g) of the Surplus Property Act of 1944 (50 U.S.C. App. 1622(g)).
 - (B) The Secretary, after consulting with the Administrator of General Services, may issue regulations that are necessary to carry out the delegation of authority required by paragraph (1).
 - (C) The authority required to be delegated by paragraph (1) to the Secretary by the Administrator of General Services shall not include the authority to prescribe general policies and methods for utilizing excess property and disposing of surplus property.
 - (D) Before any action may be taken with respect to the disposal of any surplus real property or facility located at any military installation to be closed or realigned under this title, the Secretary shall consult with the Governor of the State and the heads of the local governments concerned for the purpose of considering any plan for the use of such property by the local community concerned.
 - (E) The provisions of this paragraph and paragraph (1) are subject to paragraphs (3) through (6).
- (3)(A) Not later than 6 months after the date of the enactment of the National Defense Authorization Act for Fiscal Year 1994, the Secretary, in consultation with the redevelopment authority with respect to each military installation to be closed under this title after such date of enactment, shall—
 - (i) inventory the personal property located at the installation; and
 - (ii) identify the items (or categories of items) of such personal property that the Secretary determines to be related to real property and anticipates will support the

- implementation of the redevelopment plan with respect to the installation.
- (B) If no redevelopment authority referred to in subparagraph (A) exists with respect to an installation, the Secretary shall consult with—
 - (i) the local government in whose jurisdiction the installation is wholly located; or
 - (ii) a local government agency or State government agency designated for the purpose of such consultation by the chief executive officer of the State in which the installation is located.
- (C)(i) Except as provided in subparagraphs (E) and (F), the Secretary may not carry out any of the activities referred to in clause (ii) with respect to an installation referred to in that clause until the earlier of—
 - (I) one week after the date on which the redevelopment plan for the installation is submitted to the Secretary;
 - (II) the date on which the redevelopment authority notifies the Secretary that it will not submit such a plan;
 - (III) twenty-four months after the date referred to in subparagraph (A); or
 - (IV) ninety days before the date of the closure of the installation.
 - (ii) The activities referred to in clause (i) are activities relating to the closure of an installation to be closed under this title as follows:
 - (I) The transfer from the installation of items of personal property at the installation identified in accordance with subparagraph (A).
 - (II) The reduction in maintenance and repair of facilities or equipment located at the installation below the minimum levels required to support the use of such facilities or equipment for nonmilitary purposes.
- (D) Except as provided in paragraph (4), the Secretary may not transfer items of personal property located at an installation to be closed under this title to another installation, or dispose of such items, if such items are identified in the redevelopment plan for the installation as items essential to the reuse or redevelopment of the installation. In connection with the development of the redevelopment plan for the installation, the

Secretary shall consult with the entity responsible for developing the redevelopment plan to identify the items of personal property located at the installation, if any, that the entity desires to be retained at the installation for reuse or redevelopment of the installation.

- (E) This paragraph shall not apply to any related personal property located at an installation to be closed under this title if the property—
 - (i) is required for the operation of a unit, function, component, weapon, or weapons system at another installation;
 - (ii) is uniquely military in character, and is likely to have no civilian use (other than use for its material content or as a source of commonly used components);
 - (iii) is not required for the reutilization or redevelopment of the installation (as jointly determined by the Secretary and the redevelopment authority);
 - (iv) is stored at the installation for purposes of distribution (including spare parts or stock items); or
 - (v)(I) meets known requirements of an authorized program of another Federal department or agency for which expenditures for similar property would be necessary, and (II) is the subject of a written request by the head of the department or agency.
- (F) Notwithstanding subparagraphs (C)(i) and (D), the Secretary may carry out any activity referred to in subparagraph (C)(ii) or (D) if the Secretary determines that the carrying out of such activity is in the national security interest of the United States.
- (4)(A) The Secretary may transfer real property and personal property located at a military installation to be closed under this title to the redevelopment authority with respect to the installation.
 - (B)(i)(I) Except as provided in clause (ii), the transfer of property under subparagraph (A) may be for consideration at or below the estimated fair market value of the property transferred or without consideration. Such consideration may include consideration in kind (including goods and services), real property and improvements, or such other consideration as the Secretary considers appropriate. The Secretary shall determine the estimated fair market value of the property to be transferred under

this subparagraph before carrying out such transfer.

- (II) The Secretary shall prescribe regulations that set forth guidelines for determining the amount, if any, of consideration required for a transfer under this paragraph. Such regulations shall include a requirement that, in the case of each transfer under this paragraph for consideration below the estimated fair market value of the property transferred, the Secretary provide an explanation why the transfer is not for the estimated fair market value of the property transferred (including an explanation why the transfer cannot be carried out in accordance with the authority provided to the Secretary pursuant to paragraph (1) or (2)).
- (ii) The transfer of property under subparagraph (A) shall be without consideration in the case of any installation located in a rural area whose closure under this title will have a substantial adverse impact (as determined by the Secretary) on the economy of the communities in the vicinity of the installation and on the prospect for the economic recovery of such communities from such closure. The Secretary shall prescribe in the regulations under clause (i)(II) the manner of determining whether communities are eligible for the transfer of property under this clause.
- (iii) In the case of a transfer under subparagraph (A) for consideration below the fair market value of the property transferred, the Secretary may recoup from the transferee of such property such portion as the Secretary determines appropriate of the amount, if any, by which the sale or lease of such property by such transferee exceeds the amount of consideration paid to the Secretary for such property by such transferee. The Secretary shall prescribe regulations for determining the amount of recoupment under this clause.
- (C)(i) The transfer of personal property under subparagraph (A) shall not be subject to the provisions of sections 202 and 203 of the Federal Property and Administrative Services Act of 1949 (40 U.S.C. 483, 484) if the Secretary determines that the transfer of such property is necessary for the effective implementation of a redevelopment plan with respect to the installation at which such property is located.

- (ii) The Secretary may, in lieu of the transfer of property referred to in subparagraph (A), transfer personal property similar to such property (including property not located at the installation) if the Secretary determines that the transfer of such similar property is in the interest of the United States.
- (D) The provisions of section 120(h) of the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (42 U.S.C. 9620(h)) shall apply to any transfer of real property under this paragraph.
- (E) The Secretary may require any additional terms and conditions in connection with a transfer under this paragraph as such Secretary considers appropriate to protect the interests of the United States.
- (5)(A) Except as provided in subparagraph (B), the Secretary shall take such actions as the Secretary determines necessary to ensure that final determinations under paragraph (1) regarding whether another department or agency of the Federal Government has identified a use for any portion of a military installation to be closed under this title after the date of the enactment of the National Defense Authorization Act for Fiscal Year 1994, or will accept transfer of any portion of such installation, are made not later than 6 months after such date of enactment.
 - (B) The Secretary may, in consultation with the redevelopment authority with respect to an installation, postpone making the final determinations referred to in subparagraph (A) with respect to the installation for such period as the Secretary determines appropriate if the Secretary determines that such postponement is in the best interests of the communities affected by the closure of the installation.
- (6)(A) Except as provided in this paragraph, nothing in this section shall limit or otherwise affect the application of the provisions of the Stewart B. McKinney Homeless Assistance Act (42 U.S.C. 11301 et seq.) to military installations closed under this title.
 - (B)(i) Not later than the date on which the Secretary of Defense completes the determination under paragraph (5) of the transferability of any portion of an installation to be closed under this title, the Secretary shall—
 - (I) complete any determinations or surveys necessary to determine whether any

- building or property referred to in clause (ii) is excess property, surplus property, or unutilized or underutilized property for the purpose of the information referred to in section 501(a) of such Act (42 U.S.C. 11411(a)); and
- (II) submit to the Secretary of Housing and Urban Development information on any building or property that is so determined.
- (ii) The buildings and property referred to in clause (i) are any buildings or property located at an installation referred to in that clause for which no use is identified, or of which no Federal department or agency will accept transfer, pursuant to the determination of transferability referred to in that clause.
- (C) Not later than 60 days after the date on which the Secretary of Defense submits information to the Secretary of Housing and Urban Development under subparagraph (B)(ii), the Secretary of Housing and Urban Development shall—
 - (i) identify the buildings and property described in such information that are suitable for use to assist the homeless;
 - (ii) notify the Secretary of Defense of the buildings and property that are so identified;
 - (iii) publish in the Federal Register a list of the buildings and property that are so identified, including with respect to each building or property the information referred to in section 501(c)(1)(B) of such Act; and
 - (iv) make available with respect to each building and property the information referred to in section 501(c)(1)(C) of such Act in accordance with such section 501(c)(1)(C).
- (D) Any buildings and property included in a list published under subparagraph (C)(iii) shall be treated as property available for application for use to assist the homeless under section 501(d) of such Act.
- (E) The Secretary of Defense shall make available in accordance with section 501(f) of such Act any buildings or property referred to in subparagraph (D) for which—
 - (i) a written notice of an intent to use such buildings or property to assist the homeless is received by the Secretary of Health and Human Services in accordance with section 501(d)(2) of such Act;

- (ii) an application for use of such buildings or property for such purpose is submitted to the Secretary of Health and Human Services in accordance with section 501(e)(2) of such Act; and
- (iii) the Secretary of Health and Human Services—
 - (I) completes all actions on the application in accordance with section 501(e)(3) of such Act; and
 - (II) approves the application under section 501(e) of such Act.
- (F)(i) Subject to clause (ii), a redevelopment authority may express in writing an interest in using buildings and property referred to in subparagraph (D), and buildings and property referred to in subparagraph (B)(ii) which have not been identified as suitable for use to assist the homeless under subparagraph (C), or use such buildings and property, in accordance with the redevelopment plan with respect to the installation at which such buildings and property are located as follows:
 - (I) If no written notice of an intent to use such buildings or property to assist the homeless is received by the Secretary of Health and Human Services in accordance with section 501(d)(2) of such Act during the 60-day period beginning on the date of the publication of the buildings and property under subparagraph (C)(iii).
 - (II) In the case of buildings and property for which such notice is so received, if no completed application for use of the buildings or property for such purpose is received by the Secretary of Health and Human Services in accordance with section 501(e)(2) of such Act during the 90-day period beginning on the date of the receipt of such notice.
 - (III) In the case of building and property for which such application is so received, if the Secretary of Health and Human Services rejects the application under section 501(e) of such Act.
 - (ii) Buildings and property shall be available only for the purpose of permitting a redevelopment authority to express in writing an interest in the use of such buildings and property, or to use such buildings and

- property, under clause (i) as follows:
 - (1) In the case of buildings and property referred to in clause (i)(1), during the one-year period beginning on the first day after the 60-day period referred to in that clause.
 - (II) In the case of buildings and property referred to in clause (i)(II), during the one-year period beginning on the first day after the 90-day period referred to in that clause.
 - (III) In the case of buildings and property referred to in clause (i)(III), during the one-year period beginning on the date of the rejection of the application referred to in that clause.
- (iii) A redevelopment authority shall express an interest in the use of buildings and property under this subparagraph by notifying the Secretary of Defense, in writing, of such an interest.
- (G)(i) Buildings and property available for a redevelopment authority under subparagraph (F) shall not be available for use to assist the homeless under section 501 of such Act while so available for a redevelopment authority.
 - (ii) If a redevelopment authority does not express an interest in the use of buildings or property, or commence the use of buildings or property, under subparagraph (F) within the applicable time periods specified in clause (ii) of such subparagraph, such buildings or property shall be treated as property available for use to assist the homeless under section 501(a) of such Act.
- (7)(A) Except as provided in subparagraph (B) or (C), all proceeds—
 - (i) from the transfer under paragraphs (3) through (6); and
 - (ii) from the transfer or disposal of any other property or facility made as a result of a closure or realignment under this title, shall be deposited into the Account established by section 207(a)(1).
 - (B) In any case in which the General Services Administration is involved in the management or disposal of such property or facility, the Secretary shall reimburse the Administrator of General Services from the proceeds of such

disposal, in accordance with section 1535 of title 31, United States Code, for any expenses incurred in such activities.

(C)(i) If any real property or facility acquired, constructed, or improved (in whole or in part) with commissary store funds or nonappropriated funds is transferred or disposed of in connection with the closure or realignment of a military installation under this title, a portion of the proceeds of the transfer or other disposal of property on that installation shall be deposited in a reserve account established in the Treasury to be administered by the Secretary. The Secretary may use amounts in the account (in such an aggregate amount as is provided in advance in appropriation Acts) for the purpose of acquiring, constructing, and improving—

- (I) commissary stores; and
- (II) real property and facilities for nonappropriated fund instrumentalities.
- (ii) The amount deposited under clause (i) shall be equal to the depreciated value of the investment made with such funds in the acquisition, construction, or improvement of that particular real property or facility. The depreciated value of the investment shall be computed in accordance with regulations prescribed by the Secretary of Defense.
 - (iii) As used in this subparagraph:
 - (I) The term "commissary store funds" means funds received from the adjustment of, or surcharge on, selling prices at commissary stores fixed under section 2685 of title 10, United States Code.
 - (II) The term "nonappropriated funds" means funds received from a nonappropriated fund instrumentality.
 - (III) The term "nonappropriated fund instrumentality" means an instrumentality of the United States under the jurisdiction of the Armed Forces (including the Army and Air Force Exchange Service, the Navy Resale and Services Support Office, and the Marine Corps exchanges) which is conducted for the comfort, pleasure, contentment, or physical or mental improvement of members of the Armed Forces.
- (8)(A) Subject to subparagraph (C), the Secretary may contract with local governments for the provision of police services, fire protection services,

- airfield operation services, or other community services by such governments at military installations to be closed under this title if the Secretary determines that the provision of such services under such contracts is in the best interests of the Department of Defense.
 - (B) The Secretary may exercise the authority provided under this paragraph without regard to the provisions of chapter 146 of title 10, United States Code.
 - (C) The Secretary may not exercise the authority under subparagraph (A) with respect to an installation earlier than 180 days before the date on which the installation is to be closed.
 - (D) The Secretary shall include in a contract for services entered into with a local government under this paragraph a clause that requires the use of professionals to furnish the services to the extent that professionals are available in the area under the jurisdiction of such government.
- **(c) APPLICABILITY OF OTHER LAW.—**(1) The provisions of the National Environmental Policy Act of 1969 (42 U.S.C. 4321 et seq.) shall not apply to—
 - (A) the actions of the Commission, including selecting the military installations which the Commission recommends for closure or realignment under this title, recommending any military installation to receive functions from an installation to be closed or realigned, and making its report to the Secretary and the committees under section 203(b); and
 - (B) the actions of the Secretary in establishing the Commission, in determining whether to accept the recommendations of the Commission, in selecting any military installation to receive functions from an installation to be closed or realigned, and in transmitting the report to the Committees referred to in section 202(a)(1).
- (2) The provisions of the National Environmental Policy Act of 1969 shall apply to the actions of the Secretary (A) during the process of the closing or realigning of a military installation after such military installation has been selected for closure or realignment but before the installation is closed or realigned and the functions relocated, and (B) during the process of the relocating of functions from a military installation being closed or realigned to another military installation after the receiving installation has been selected but before the functions are relocated. In applying the provisions of such Act, the Secretary shall not have to consider—

- (i) the need for closing or realigning the military installation which has been selected for closure or realignment by the Commission;
- (ii) the need for transferring functions to another military installation which has been selected as the receiving installation; or
- (iii) alternative military installations to those selected.
- (3) A civil action for judicial review, with respect to any requirement of the National Environmental Policy Act of 1969 to the extent such Act is applicable under paragraph (2), or with respect to any requirement of the Commission made by this title, of any action or failure to act by the Secretary during the closing, realigning, or relocating referred to in clauses (A) and (B) of paragraph (2), or of any action or failure to act by the Commission under this title, may not be brought later than the 60th day after the date of such action or failure to act.
- (d) Transfer Authority in Connection With Payment of Environmental Remediation Costs.—(1)(A) Subject to paragraph (2) of this subsection and section 120(h) of the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (42 U.S.C. 9620(h)), the Secretary may enter into an agreement to transfer by deed real property or facilities referred to in subparagraph (B) with any person who agrees to perform all environmental restoration, waste management, and environmental compliance activities that are required for the property or facilities under Federal and State laws, administrative decisions, agreements (including schedules and milestones), and concurrences.
 - (B) The real property and facilities referred to in subparagraph (A) are the real property and facilities located at an installation closed or to be closed under this title that are available exclusively for the use, or expression of an interest in a use, of a redevelopment authority under subsection (b)(6)(F) during the period provided for that use, or expression of interest in use, under that subsection.
 - (C) The Secretary may require any additional terms and conditions in connection with an agreement authorized by subparagraph (A) as the Secretary considers appropriate to protect the interests of the United States.

- (2) A transfer of real property or facilities may be made under paragraph (1) only if the Secretary certifies to Congress that—
 - (A) the costs of all environmental restoration, waste management, and environmental compliance activities to be paid by the recipient of the property or facilities are equal to or greater than the fair market value of the property or facilities to be transferred, as determined by the Secretary; or
 - (B) if such costs are lower than the fair market value of the property or facilities, the recipient of the property or facilities agrees to pay the difference between the fair market value and such costs.
- (3) As part of an agreement under paragraph (1), the Secretary shall disclose to the person to whom the property or facilities will be transferred any information of the Secretary regarding the environmental restoration, waste management, and environmental compliance activities described in paragraph (1) that relate to the property or facilities. The Secretary shall provide such information before entering into the agreement.
- (4) Nothing in this subsection shall be construed to modify, alter, or amend the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (42 U.S.C. 9601 et seq.) or the Solid Waste Disposal Act (42 U.S.C. 6901 et seq.).
- (5) Section 330 of the National Defense Authorization Act for Fiscal Year 1993 (Public Law 102-484; 10 U.S.C. 2687 note) shall not apply to any transfer under this subsection to persons or entities described in subsection (a)(2) of such section 330.
- (6) The Secretary may not enter into an agreement to transfer property or facilities under this subsection after the expiration of the five-year period beginning on the date of the enactment of the National Defense Authorization Act for Fiscal Year 1994.

SEC. 205. WAIVER

The Secretary of Defense may carry out this title without regard to—

(1) any provision of law restricting the use of funds for closing or realigning military installations included in any appropriation or authorization Act; and (2) the procedures set forth in sections 2662 and 2687 of title 10, United States Code.

SEC. 206. REPORTS

- **(a) In General.**—As part of each annual budget request for the Department of Defense, the Secretary shall transmit to the appropriate committees of Congress—
- (1) a schedule of the closure and realignment actions to be carried out under this title in the fiscal year for which the request is made and an estimate of the total expenditures required and cost savings to be achieved by each such closure and realignment and of the time period in which these savings are to be achieved in each case, together with the Secretary's assessment of the environmental effects of such actions; and
- (2) a description of the military installations, including those under construction and those planned for construction, to which functions are to be transferred as a result of such closures and realignments, together with the Secretary's assessment of the environmental effects of such transfers.
- **(b) Study.**—(1) The Secretary shall conduct a study of the military installations of the United States outside the United States to determine if efficiencies can be realized through closure or realignment of the overseas base structure of the United States. Not later than October 15, 1988, the Secretary shall transmit a report of the findings and conclusions of such study to the Commission and to the Committees on Armed Services of the Senate and the House of Representatives. In developing its recommendations to the Secretary under this title, the Commission shall consider the Secretary's study.
- (2) Upon request of the Commission, the Secretary shall provide the Commission with such information about overseas bases as may be helpful to the Commission in its deliberations.
- (3) The Commission, based on its analysis of military installations in the United States and its review of the Secretary's study of the overseas base structure, may provide the Secretary with such comments and suggestions as it considers appropriate regarding the Secretary's study of the overseas base structure.

SEC. 207. FUNDING

- (a) Account.—(1) There is hereby established on the books of the Treasury an account to be known as the "Department of Defense Base Closure Account" which shall be administered by the Secretary as a single account.
 - (2) There shall be deposited into the Account—
 - (A) funds authorized for and appropriated to the Account with respect to fiscal year 1990 and fiscal years beginning thereafter;
 - (B) any funds that the Secretary may, subject to approval in an appropriation Act, transfer to the Account from funds appropriated to the Department of Defense for any purpose, except that such funds may be transferred only after the date on which the Secretary transmits written notice of, and justification for, such transfer to the appropriate committees of Congress; and
 - (C) proceeds described in section 204(b)(4)(A).
- (3)(A) The Secretary may use the funds in the Account only for the purposes described in section 204(a).
 - (B) When a decision is made to use funds in the Account to carry out a construction project under section 204(a)(1) and the cost of the project will exceed the maximum amount authorized by law for a minor construction project, the Secretary shall notify in writing the appropriate committees of Congress of the nature of, and justification for, the project and the amount of expenditures for such project. Any such construction project may be carried out without regard to section 2802(a) of title 10, United States Code.
- (4) No later than 60 days after the end of each fiscal year in which the Secretary carries out activities under this title, the Secretary shall transmit a report to the appropriate committees of Congress of the amount and nature of the deposits into, and the expenditures from, the Account during such fiscal year and of the amount and nature of other expenditures made pursuant to section 204(a) during such fiscal year.
- (5) (A) Except as provided in subparagraph (B), unobligated funds which remain in the Account after the termination of the authority of the Secretary to carry out a closure or realignment under

this title shall be held in the Account until transferred by law after the appropriate committees of Congress receive the report transmitted under paragraph (6).

- (B) The Secretary may, after the termination of authority referred to in subparagraph (A), use any unobligated funds referred to in that subparagraph that are not transferred in accordance with that subparagraph to carry out environmental restoration and waste management at, or disposal of property of, military installations closed or realigned under this title.
- (6) No later than 60 days after the termination of the authority of the Secretary to carry out a closure or realignment under this title, the Secretary shall transmit to the appropriate committees of Congress a report containing an accounting of—
 - (A) all the funds deposited into and expended from the Account or otherwise expended under this title; and
 - (B) any amount remaining in the Account.
- (7) Proceeds received after September 30, 1995, from the transfer or disposal of any property at a military installation closed or realigned under this title shall be deposited directly into the Department of Defense Base Closure Account 1990 established by section 2906(a) of the Defense Base Closure and Realignment Act of 1990 (part A of title XXIX of Public Law 101-510; 10 U.S.C. 2687 note).
- **(b) Base Closure Account to be Exclusive Source of Funds for Environmental Restoration Projects.**—No funds appropriated to the Department of Defense may be used for purposes described in section 204(a)(3) except funds that have been authorized for and appropriated to the Account. The prohibition in the preceding sentence expires upon the termination of the authority of the Secretary to carry out a closure or realignment under this title. [Section 207 (b) does not apply with respect to the availability of funds appropriated before November 5, 1990.]

SEC. 208. CONGRESSIONAL CONSIDERATION OF COMMISSION REPORT

- **(a) TERMS OF THE RESOLUTION.**—For purposes of section 202(b), the term "joint resolution" means only a joint resolution which is introduced before March 15, 1989, and—
 - (1) which does not have a preamble;

- (2) the matter after the resolving clause of which is as follows: "That Congress disapproves the recommendations of the Commission on Base Realignment and Closure established by the Secretary of Defense as submitted to the Secretary of Defense on _______", the blank space being appropriately filled in; and
- (3) the title of which is as follows: "Joint resolution disapproving the recommendations of the Commission on Base Realignment and Closure."
- **(b) REFERRAL.**—A resolution described in subsection (a), introduced in the House of Representatives shall be referred to the Committee on Armed Services of the House of Representatives. A resolution described in subsection (a) introduced in the Senate shall be referred to the Committee on Armed Services of the Senate.
- **(c) DISCHARGE.**—If the committee to which a resolution described in subsection (a) is referred has not reported such resolution (or an identical resolution) before March 15, 1989, such committee shall be, as of March 15, 1989, discharged from further consideration of such resolution, and such resolution shall be placed on the appropriate calendar of the House involved.
- (d) Consideration.—(1) On or after the third day after the date on which the committee to which such a resolution is referred has reported, or has been discharged (under subsection (c)) from further consideration of, such a resolution, it is in order (even though a previous motion to the same effect has been disagreed to) for any Member of the respective House to move to proceed to the consideration of the resolution (but only on the day after the calendar day on which such Member announces to the House concerned the Member's intention to do so). All points of order against the resolution (and against consideration of the resolution) are waived. The motion is highly privileged in the House of Representatives and is privileged in the Senate and is not debatable. The motion is not subject to amendment, or to a motion to postpone, or to a motion to proceed to the consideration of other business. A motion to reconsider the vote by which the motion is agreed to or disagreed to shall not be in order. If a motion to proceed to the consideration of the resolution is agreed to, the respective House shall immediately proceed to consideration of the joint resolution without intervening motion, order, or other business, and the resolution shall remain the unfinished business of the respective House until disposed of.

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- (2) Debate on the resolution, and on all debatable motions and appeals in connection therewith, shall be limited to not more than 10 hours, which shall be divided equally between those favoring and those opposing the resolution. An amendment to the resolution is not in order. A motion further to limit debate is in order and not debatable. A motion to postpone, or a motion to proceed to the consideration of other business, or a motion to recommit the resolution is not in order. A motion to reconsider the vote by which the resolution is agreed to or disagreed to is not in order.
- (3) Immediately following the conclusion of the debate on a resolution described in subsection (a) and a single quorum call at the conclusion of the debate if requested in accordance with the rules of the appropriate House, the vote on final passage of the resolution shall occur.
- (4) Appeals from the decisions of the Chair relating to the application of the rules of the Senate or the House of Representatives, as the case may be, to the procedure relating to a resolution described in subsection (a) shall be decided without debate.
- **(e) CONSIDERATION BY OTHER HOUSE.**—(1) If, before the passage by one House of a resolution of that House described in subsection (a), that House receives from the other House a resolution described in subsection (a), then the following procedures shall apply:
 - (A) The resolution of the other House shall not be referred to a committee and may not be considered in the House receiving it except in the case of final passage as provided in subparagraph (B)(ii).
 - (B) With respect to a resolution described in subsection (a) of the House receiving the resolution—
 - (i) the procedure in that House shall be the same as if no resolution had been received from the other House; but
 - (ii) the vote on final passage shall be on the resolution of the other House.
- (2) Upon disposition of the resolution received from the other House, it shall no longer be in order to consider the resolution that originated in the receiving House.
- **(f) Rules of the Senate and House.**—This section is enacted by Congress—

- (1) as an exercise of the rulemaking power of the Senate and House of Representatives, respectively, and as such it is deemed a part of the rules of each House, respectively, but applicable only with respect to the procedure to be followed in that House in the case of a resolution described in subsection (a), and it supersedes other rules only to the extent that it is inconsistent with such rules; and
- (2) with full recognition of the constitutional right of either House to change the rules (so far as relating to the procedure of that House) at any time, in the same manner, and to the same extent as in the case of any other rule of that House.

SEC. 209. DEFINITIONS

In this title:

- (1) The term "Account" means the Department of Defense Base Closure Account established by section 207(a)(1).
- (2) The term "appropriate committees of Congress" means the Committees on Armed Services and the Committees on Appropriations of the Senate and of the House of Representatives.
- (3) The terms "Commission on Base Realignment and Closure" and "Commission" mean the Commission established by the Secretary of Defense in the charter signed by the Secretary on May 3, 1988, and as altered thereafter with respect to the membership and voting.
- (4) The term "charter establishing such Commission" means the charter referred to in paragraph (3).
- (5) The term "initiate" includes any action reducing functions or civilian personnel positions but does not include studies, planning, or similar activities carried out before there is a reduction of such functions or positions.
- (6) The term "military installation" means a base, camp, post, station, yard, center, homeport facility for any ship, or other activity under the jurisdiction of the Secretary of a military department.
- (7) The term "realignment" includes any action which both reduces and relocates functions and civilian personnel positions.
- (8) The term "Secretary" means the Secretary of Defense.
- (9) The term "United States" means the 50 States, the District of Columbia, the Commonwealth of Puerto Rico, Guam, the Virgin Islands,

American Samoa, and any other commonwealth, territory, or possession of the United States.

- (10) The term "redevelopment authority", in the case of an installation to be closed under this title, means any entity (including an entity established by a State or local government) recognized by the Secretary of Defense as the entity responsible for developing the redevelopment plan with respect to the installation or for directing the implementation of such plan.
- (11) The term "redevelopment plan" in the case of an installation to be closed under this title, means a plan that—
 - (A) is agreed to by the redevelopment authority with respect to the installation; and
 - (B) provides for the reuse or redevelopment of the real property and personal property of the installation that is available for such reuse or redevelopment as a result of the closure of the installation.

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APPENDIX F DEFENSE BASE CLOSURE AND REALIGNMENT ACT OF 1990 PUBLIC LAW 101-510, 10 U.S.C. 2687 NOTE

Enacted November 5, 1990

As amended by the National Defense Authorization Acts for Fiscal Years 1992/1993 (P.L. 102-311), 1993 (P.L. 102-484), 1994 (P.L. 103-106), 1995 (P.L. 103-337), and the Base Closure Community Redevelopment and Homeless Assistance Act of 1994 (P.L. 103-421).

TITLE XXIX - DEFENSE BASE CLOSURES AND REALIGNMENTS

PART A—DEFENSE BASE CLOSURE AND REALIGNMENT COMMISSION

SEC. 2901. SHORT TITLE AND PURPOSE

- **(a) SHORT TITLE.**—This part may be cited as the "Defense Base Closure and Realignment Act of 1990".
- **(b) Purpose.**—The purpose of this part is to provide a fair process that will result in the timely closure and realignment of military installations inside the United States.

SEC. 2902. THE COMMISSION

- **(a) ESTABLISHMENT.**—There is established an independent commission to be known as the "Defense Base Closure and Realignment Commission".
- **(b) Duries.**—The Commission shall carry out the duties specified for it in this part.
- **(c) APPOINTMENT.**—(1)(A) The Commission shall be composed of eight members appointed by the President, by and with the advise and consent of the Senate.
- (B) The President shall transmit to the Senate the nominations for appointment to the Commission—

- (i) by no later than January 3, 1991, in the case of members of the Commission whose terms will expire at the end of the first session of the 102nd Congress;
- (ii) by no later than January 25, 1993, in the case of members of the Commission whose terms will expire at the end of the first session of the 103rd Congress; and
- (iii) by no later than January 3, 1995, in the case of members of the Commission whose terms will expire at the end of the first session of the 104th Congress.
- (C) If the President does not transmit to Congress the nominations for appointment to the Commission on or before the date specified for 1993 in clause (ii) of subparagraph (B) or for 1995 in clause (iii) of such subparagraph, the process by which military installations may be selected for closure or realignment under this part with respect to that year shall be terminated.
- (2) In selecting individuals for nominations for appointments to the Commission, the President should consult with—
 - (A) the Speaker of the House of Representatives concerning the appointment of two members;
 - (B) the majority leader of the Senate concerning the appointment of two members;
 - (C) the minority leader of the House of Representatives concerning the appointment of one member; and
 - (D) the minority leader of the Senate concerning the appointment of one member.
- (3) At the time the President nominates individuals for appointment to the Commission for each session of Congress referred to in paragraph (1)(B), the President shall designate one such

individual who shall serve as Chairman of the Commission.

- **(d) TERMS.**—(1) Except as provided in paragraph (2), each member of the Commission shall serve until the adjournment of Congress sine die for the session during which the member was appointed to the Commission.
- (2) The Chairman of the Commission shall serve until the confirmation of a successor.
- **(e) MEETINGS.**—(1) The Commission shall meet only during calendar years 1991, 1993, and 1995.
- (2)(A) Each meeting of the Commission, other than meetings in which classified information is to be discussed, shall be open to the public.
- (B) All the proceedings, information, and deliberations of the Commission shall be open, upon request, to the following:
 - (i) The Chairman and the ranking minority party member of the Subcommittee on Readiness, Sustainability, and Support of the Committee on Armed Services of the Senate, or such other members of the Subcommittee designated by such Chairman or ranking minority party member.
 - (ii) The Chairman and the ranking minority party member of the Subcommittee on Military Installations and Facilities of the Committee on Armed Services of the House of Representatives, or such other members of the Subcommittee designated by such Chairman or ranking minority party member.
 - (iii) The Chairmen and ranking minority party members of the Subcommittees on Military Construction of the Committees on Appropriations of the Senate and of the House of Representatives, or such other members of the Subcommittees designated by such Chairmen or ranking minority party members.
- **(f) VACANCIES.**—A vacancy in the Commission shall be filled in the same manner as the original appointment, but the individual appointed to fill the vacancy shall serve only for the unexpired portion of the term for which the individual's predecessor was appointed.
- **(g) PAY AND TRAVEL EXPENSES.**—(1)(A) Each member, other than the Chairman, shall be paid at a rate equal to the daily equivalent of the minimum annual rate of basic pay payable for level IV of the Executive Schedule under section 5315 of

- title 5, United States Code, for each day (including travel time) during which the member is engaged in the actual performance of duties vested in the Commission.
- (B) The Chairman shall be paid for each day referred to in subparagraph (A) at a rate equal to the daily equivalent of the minimum annual rate of basic pay payable for level III of the Executive Schedule under section 5314 of title 5, United States Code.
- (2) Members shall receive travel expenses, including per diem in lieu of subsistence, in accordance with sections 5702 and 5703 of title 5, United States Code.
- **(h) DIRECTOR OF STAFF.**—(1) The Commission shall, without regard to section 5311(b) of title 5, United States Code, appoint a Director who has not served on active duty in the Armed Forces or as a civilian employee of the Department of Defense during the one-year period preceding the date of such appointment.
- (2) The Director shall be paid at the rate of basic pay payable for level IV of the Executive Schedule under section 5315 of title 5, United States Code.
- (i) STAFF.—(1) Subject to paragraphs (2) and (3), the Director, with the approval of the Commission, may appoint and fix the pay of additional personnel.
- (2) The Director may make such appointments without regard to the provisions of title 5, United States Code, governing appointments in the competitive service, and any personnel so appointed may be paid without regard to the provisions of chapter 51 and subchapter III of chapter 53 of that title relating to classification and General Schedule pay rates, except that an individual so appointed may not receive pay in excess of the annual rate of basic pay payable for GS-18 of the General Schedule.
- (3)(A) Not more than one-third of the personnel employed by or detailed to the Commission may be on detail from the Department of Defense.
- (B)(i) Not more than one-fifth of the professional analysts of the Commission staff may be persons detailed from the Department of Defense to the Commission.
- (ii) No person detailed from the Department of Defense to the Commission may be assigned as

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the lead professional analyst with respect to a military department or defense agency.

- (C) A person may not be detailed from the Department of Defense to the Commission if, within 12 months before the detail is to begin, that person participated personally and substantially in any matter within the Department of Defense concerning the preparation of recommendations for closures or realignments of military installations.
- (D) No member of the Armed Forces, and no officer or employee of the Department of Defense, may—
 - (i) prepare any report concerning the effectiveness, fitness, or efficiency of the performance on the staff of the Commission of any person detailed from the Department of Defense to that staff:
 - (ii) review the preparation of such a report; or
 - (iii) approve or disapprove such a report.
- (4) Upon request of the Director, the head of any Federal department or agency may detail any of the personnel of that department or agency to the Commission to assist the Commission in carrying out its duties under this part.
- (5) The Comptroller General of the United States shall provide assistance, including the detailing of employees, to the Commission in accordance with an agreement entered into with the Commission.
- (6) The following restrictions relating to the personnel of the Commission shall apply during 1992 and 1994:
 - (A) There may not be more than 15 persons on the staff at any one time.
 - (B) The staff may perform only such functions as are necessary to prepare for the transition to new membership on the Commission in the following year.
 - (C) No member of the Armed Forces and no employee of the Department of Defense may serve on the staff.
- **(j) OTHER AUTHORITY.**—(1) The Commission may procure by contract, to the extent funds are available, the temporary or intermittent services of experts or consultants pursuant to section 3109 of title 5, United States Code.

- (2) The Commission may lease space and acquire personal property to the extent funds are available.
- **(k) Funding.**—(1) There are authorized to be appropriated to the Commission such funds as are necessary to carry out its duties under this part. Such funds shall remain available until expended.
- (2) If no funds are appropriated to the Commission by the end of the second session of the 101st Congress, the Secretary of Defense may transfer, for fiscal year 1991, to the Commission funds from the Department of Defense Base Closure Account established by section 207 of Public Law 100-526. Such funds shall remain available until expended.
- (1) **Termination.**—The Commission shall terminate on December 31, 1995.
- (m) Prohibition Against Restricting Communications.—Section 1034 of title 10, United States Code, shall apply with respect to communications with the Commission.

SEC. 2903. PROCEDURE FOR MAKING RECOMMENDATIONS FOR BASE CLOSURE AND REALIGNMENTS

- (a) Force-Structure Plan.—(1) As part of the budget justification documents submitted to Congress in support of the budget for the Department of Defense for each of the fiscal years 1992, 1994, and 1996, the Secretary shall include a force-structure plan for the Armed Forces based on an assessment by the Secretary of the probable threats to the national security during the six-year period beginning with the fiscal year for which the budget request is made and of the anticipated levels of funding that will be available for national defense purposes during such period.
- (2) Such plan shall include, without any reference (directly or indirectly) to military installations inside the United States that may be closed or realigned under such plan—
 - (A) a description of the assessment referred to in paragraph (1);
 - (B) a description (i) of the anticipated force structure during and at the end of each such period for each military department (with specifications of the number and type of units in the active and reserve forces of each such department), and (ii) of the units that will need to be forward based (with a justification thereof) during and at the end of each such period; and

- (C) a description of the anticipated implementation of such force-structure plan.
- (3) The Secretary shall also transmit a copy of each such force-structure plan to the Commission.
- **(b) SELECTION CRITERIA.**—(1) The Secretary shall, by no later than December 31, 1990, publish in the Federal Register and transmit to the congressional defense committees the criteria proposed to be used by the Department of Defense in making recommendations for the closure or realignment of military installations inside the United States under this part. The Secretary shall provide an opportunity for public comment on the proposed criteria for a period of at least 30 days and shall include notice of that opportunity in the publication required under the preceding sentence.
- (2)(A) The Secretary shall, by no later than February 15, 1991, publish in the Federal Register and transmit to the congressional defense committees the final criteria to be used in making recommendations for the closure or realignment of military installations inside the United States under this part. Except as provided in subparagraph (B), such criteria shall be the final criteria to be used, along with the force-structure plan referred to in subsection (a), in making such recommendations unless disapproved by a joint resolution of Congress enacted on or before March 15, 1991.
- (B) The Secretary may amend such criteria, but such amendments may not become effective until they have been published in the Federal Register, opened to public comment for at least 30 days, and then transmitted to the congressional defense committees in final form by no later than January 15 of the year concerned. Such amended criteria shall be the final criteria to be used, along with the force-structure plan referred to in subsection (a), in making such recommendations unless disapproved by a joint resolution of Congress enacted on or before February 15 of the year concerned.
- (c) DoD RECOMMENDATIONS.—(1) The Secretary may, by no later than April 15, 1991, March 15, 1993 and March 1, 1995, publish in the Federal Register and transmit to the congressional defense committees and to the Commission a list of the military installations inside the United States that the Secretary recommends for closure or realignment on the basis of the force-structure plan and the final criteria referred to in subsection (b)(2) that are applicable to the year concerned.
- (2) The Secretary shall include, with the list of recommendations published and transmitted

- pursuant to paragraph (1), a summary of the selection process that resulted in the recommendation for each installation, including a justification for each recommendation. The Secretary shall transmit the matters referred to in the preceding sentence not later than 7 days after the date of the transmittal to the congressional defense committees and the Commission of the list referred to in paragraph (1).
- (3)(A) In considering military installations for closure or realignment, the Secretary shall consider all military installations inside the United States equally without regard to whether the installation has been previously considered or proposed for closure or realignment by the Department.
- (B) In considering military installations for closure or realignment, the Secretary may not take into account for any purpose any advance conversion planning undertaken by an affected community with respect to the anticipated closure or realignment of an installation.
- (C) For purposes of subparagraph (B), in the case of a community anticipating the economic effects of a closure or realignment of a military installation, advance conversion planning—
 - (i) shall include community adjustment and economic diversification planning undertaken by the community before an anticipated selection of a military installation in or near the community for closure or realignment; and
 - (ii) may include the development of contingency redevelopment plans, plans for economic development and diversification, and plans for the joint use (including civilian and military use, public and private use, civilian dual use, and civilian shared use) of the property or facilities of the installation after the anticipated closure or realignment.
- (4) In addition to making all information used by the Secretary to prepare the recommendations under this subsection available to Congress (including any committee or member of Congress), the Secretary shall also make such information available to the Commission and the Comptroller General of the United States.
- (5)(A) Each person referred to in subparagraph (B), when submitting information to the Secretary of Defense or the Commission concerning the closure or realignment of a military installation, shall certify that such information is accurate and

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complete to the best of that person's knowledge and belief.

- (B) Subparagraph (A) applies to the following persons:
 - (i) The Secretaries of the military departments.
 - (ii) The heads of the Defense Agencies.
 - (iii) Each person who is in a position the duties of which include personal and substantial involvement in the preparation and submission of information and recommendations concerning the closure or realignment of military installations, as designated in regulations which the Secretary of Defense shall prescribe, regulations which the Secretary of each military department shall prescribe for personnel within that military department, or regulations which the head of each Defense Agency shall prescribe for personnel within that Defense Agency.
- (6) Any information provided to the Commission by a person described in paragraph (5)(B) shall also be submitted to the Senate and the House of Representatives to be made available to the Members of the House concerned in accordance with the rules of that House. The information shall be submitted to the Senate and the House of Representatives within 24 hours after the submission of the information to the Commission.
- (d) Review and Recommendations by the Commission.—(1) After receiving the recommendations from the Secretary pursuant to subsection (c) for any year, the Commission shall conduct public hearings on the recommendations. All testimony before the Commission at a public hearing conducted under this paragraph shall be presented under oath.
- (2)(A) The Commission shall, by no later than July 1 of each year in which the Secretary transmits recommendations to it pursuant to subsection (c), transmit to the President a report containing the Commission's findings and conclusions based on a review and analysis of the recommendations made by the Secretary, together with the Commission's recommendations for closures and realignments of military installations inside the United States.
- (B) Subject to subparagraph (C), in making its recommendations, the Commission may make changes in any of the recommendations made by the Secretary if the Commission determines that the Secretary deviated substantially from the force-

- structure plan and final criteria referred to in subsection (c)(1) in making recommendations.
- (C) In the case of a change described in subparagraph (D) in the recommendations made by the Secretary, the Commission may make the change only if the Commission—
 - (i) makes the determination required by subparagraph (B);
 - (ii) determines that the change is consistent with the force-structure plan and final criteria referred to in subsection (c)(1);
 - (iii) publishes a notice of the proposed change in the Federal Register not less than 45 days before transmitting its recommendations to the President pursuant to paragraph (2); and
 - (iv) conducts public hearings on the proposed change.
- (D) Subparagraph (C) shall apply to a change by the Commission in the Secretary's recommendations that would—
 - (i) add a military installation to the list of military installations recommended by the Secretary for closure;
 - (ii) add a military installation to the list of military installations recommended by the Secretary for realignment; or
 - (iii) increase the extent of a realignment of a particular military installation recommended by the Secretary.
- (E) In making recommendations under this paragraph, the Commission may not take into account for any purpose any advance conversion planning undertaken by an affected community with respect to the anticipated closure or realignment of a military installation.
- (3) The Commission shall explain and justify in its report submitted to the President pursuant to paragraph (2) any recommendation made by the Commission that is different from the recommendations made by the Secretary pursuant to subsection (c). The Commission shall transmit a copy of such report to the congressional defense committees on the same date on which it transmits its recommendations to the President under paragraph (2).
- (4) After July 1 of each year in which the Commission transmits recommendations to the President under this subsection, the Commission shall

promptly provide, upon request, to any Member of Congress information used by the Commission in making its recommendations.

- (5) The Comptroller General of the United States shall—
 - (A) assist the Commission, to the extent requested, in the Commission's review and analysis of the recommendations made by the Secretary pursuant to subsection (C); and
 - (B) by no later than April 15 of each year in which the Secretary makes such recommendations, transmit to the Congress and to the Commission a report containing a detailed analysis of the Secretary's recommendations and selection process.
- **(e) REVIEW BY THE PRESIDENT.**—(1) The President shall, by no later than July 15 of each year in which the Commission makes recommendations under subsection (d), transmit to the Commission and to the Congress a report containing the President's approval or disapproval of the Commission's recommendations.
- (2) If the President approves all the recommendations of the Commission, the President shall transmit a copy of such recommendations to the Congress, together with a certification of such approval.
- (3) If the President disapproves the recommendations of the Commission, in whole or in part, the President shall transmit to the Commission and the Congress the reasons for that disapproval. The Commission shall then transmit to the President, by no later than August 15 of the year concerned, a revised list of recommendations for the closure and realignment of military installations.
- (4) If the President approves all of the revised recommendations of the Commission transmitted to the President under paragraph (3), the President shall transmit a copy of such revised recommendations to the Congress, together with a certification of such approval.
- (5) If the President does not transmit to the Congress an approval and certification described in paragraph (2) or (4) by September 1 of any year in which the Commission has transmitted recommendations to the President under this part, the process by which military installations may be selected for closure or realignment under this part with respect to that year shall be terminated.

SEC. 2904. CLOSURE AND REALIGNMENT OF MILITARY INSTALLATIONS

- (a) In General.—Subject to subsection (b), the Secretary shall—
 - (1) close all military installations recommended for closure by the Commission in each report transmitted to the Congress by the President pursuant to section 2903(e);
 - (2) realign all military installations recommended for realignment by such Commission in each such report;
 - (3) initiate all such closures and realignments no later than two years after the date on which the President transmits a report to the Congress pursuant to section 2903(e) containing the recommendations for such closures or realignments; and
 - (4) complete all such closures and realignments no later than the end of the six-year period beginning on the date on which the President transmits the report pursuant to section 2903(e) containing the recommendations for such closures or realignments.
- **(b) CONGRESSIONAL DISAPPROVAL.**—(1) The Secretary may not carry out any closure or realignment recommended by the Commission in a report transmitted from the President pursuant to section 2903(e) if a joint resolution is enacted, in accordance with the provisions of section 2908, disapproving such recommendations of the Commission before the earlier of—
 - (A) the end of the 45-day period beginning on the date on which the President transmits such report; or
 - (B) the adjournment of Congress sine die for the session during which such report is transmitted.
- (2) For purposes of paragraph (1) of this subsection and subsections (a) and (c) of section 2908, the days on which either House of Congress is not in session because of an adjournment of more than three days to a day certain shall be excluded in the computation of a period.

SEC. 2905. IMPLEMENTATION

(a) In GENERAL.—(1) In closing or realigning any military installation under this part, the Secretary may—

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(A) take such actions as may be necessary to close or realign any military installation, including the acquisition of such land, the construction of such replacement facilities, the performance of such activities, and the conduct of such advance planning and design as may be required to transfer functions from a military installation being closed or realigned to another military installation, and may use for such purpose funds in the Account or funds appropriated to the Department of Defense for use in planning and design, minor construction, or operation and maintenance;

(B) provide—

- (i) economic adjustment assistance to any community located near a military installation being closed or realigned, and
- (ii) community planning assistance to any community located near a military installation to which functions will be transferred as a result of the closure or realignment of a military installation, if the Secretary of Defense determines that the financial resources available to the community (by grant or otherwise) for such purposes are inadequate, and may use for such purposes funds in the Account or funds appropriated to the Department of Defense for economic adjustment assistance or community planning assistance;
- (C) carry out activities for the purposes of environmental restoration and mitigation at any such installation, and shall use for such purposes funds in the Account;
- (D) provide outplacement assistance to civilian employees employed by the Department of Defense at military installations being closed or realigned, and may use for such purpose funds in the Account or funds appropriated to the Department of Defense for outplacement assistance to employees; and
- (E) reimburse other Federal agencies for actions performed at the request of the Secretary with respect to any such closure or realignment, and may use for such purpose funds in the Account or funds appropriated to the Department of Defense and available for such purpose.
- (2) In carrying out any closure or realignment under this part, the Secretary shall ensure that environmental restoration of any property made excess to the needs of the Department of Defense

- as a result of such closure or realignment be carried out as soon as possible with funds available for such purpose.
- **(b)** Management and Disposal of Property.—(1) The Administrator of General Services shall delegate to the Secretary of Defense, with respect to excess and surplus real property, facilities, and personal property located at a military installation closed or realigned under this part—
 - (A) the authority of the Administrator to utilize excess property under section 202 of the Federal Property and Administrative Services Act of 1949 (40 U.S.C. 483):
 - (B) the authority of the Administrator to dispose of surplus property under section 203 of that Act (40 U.S.C. 484);
 - (C) the authority of the Administrator to grant approvals and make determinations under section 13(g) of the Surplus Property Act of 1944 (50 U.S.C. App. 1622(g)); and
 - (D) the authority of the Administrator to determine the availability of excess or surplus real property for wildlife conservation purposes in accordance with the Act of May 19, 1948 (16 U.S.C. 667b).
- (2)(A) Subject to subparagraph (C) and paragraphs (3), (4), (5), and (6), the Secretary of Defense shall exercise the authority delegated to the Secretary pursuant to paragraph (1) in accordance with—
 - (i) all regulations in effect on the date of the enactment of this Act governing the utilization of excess property and the disposal of surplus property under the Federal Property and Administrative Services Act of 1949; and
 - (ii) all regulations in effect on the date of the enactment of this Act governing the conveyance and disposal of property under section 13(g) of the Surplus Property Act of 1944 (50 U.S.C. App. 1622(g)).
- (B) The Secretary, after consulting with the Administrator of General Services, may issue regulations that are necessary to carry out the delegation of authority required by paragraph (1).
- (C) The authority required to be delegated by paragraph (1) to the Secretary by the Administrator of General Services shall not include the authority to prescribe general policies and methods for utilizing excess property and disposing of surplus property.

- (D) The Secretary of Defense may transfer real property or facilities located at a military installation to be closed or realigned under this part, with or without reimbursement, to a military department or other entity (including a nonappropriated fund instrumentality) within the Department of Defense or the Coast Guard.
- (E) Before any action may be taken with respect to the disposal of any surplus real property or facility located at any military installation to be closed or realigned under this part, the Secretary of Defense shall consult with the Governor of the State and the heads of the local governments concerned for the purpose of considering any plan for the use of such property by the local community concerned.
- (3)(A) Not later than 6 months after the date of approval of the closure of a military installation under this part, the Secretary, in consultation with the redevelopment authority with respect to the installations shall—
 - (i) inventory the personal property located at the installation; and
 - (ii) identify the items (or categories of items) of such personal property that the Secretary determines to be related to real property and anticipates will support the implementation of the redevelopment plan with respect to the installation.
- (B) If no redevelopment authority referred to in subparagraph (A) exists with respect to an installation, the Secretary shall consult with—
 - (i) the local government in whose jurisdiction the installation is wholly located; or
 - (ii) a local government agency or State government agency designated for the purpose of such consultation by the chief executive officer of the State in which the installation is located.
- (C)(i) Except as provided in subparagraphs (E) and (F), the Secretary may not carry out any of the activities referred to in clause (ii) with respect to an installation referred to in that clause until the earlier of—
 - (I) one week after the date on which the redevelopment plan for the installation is submitted to the Secretary;
 - (II) the date on which the redevelopment authority notifies the Secretary that it will not submit such a plan;

- (III) twenty-four months after the date of approval of the closure of the installation; or
- (IV) ninety days before the date of the closure of the installation.
- (ii) The activities referred to in clause (i) are activities relating to the closure of an installation to be closed under this part as follows:
- (I) The transfer from the installation of items of personal property at the installation identified in accordance with subparagraph (A).
- (II) The reduction in maintenance and repair of facilities or equipment located at the installation below the minimum levels required to support the use of such facilities or equipment for nonmilitary purposes.
- (D) Except as provided in paragraph (4), the Secretary may not transfer items of personal property located at an installation to be closed under this part to another installation, or dispose of such items, if such items are identified in the redevelopment plan for the installation as items essential to the reuse or redevelopment of the installation. In connection with the development of the redevelopment plan for the installation, the Secretary shall consult with the entity responsible for developing the redevelopment plan to identify the items of personal property located at the installation, if any, that the entity desires to be retained at the installation for reuse or redevelopment of the installation.
- (E) This paragraph shall not apply to any personal property located at an installation to be closed under this part if the property—
 - (i) is required for the operation of a unit, function, component, weapon, or weapons system at another installation:
 - (ii) is uniquely military in character, and is likely to have no civilian use (other than use for its material content or as a source of commonly used components);
 - (iii) is not required for the reutilization or redevelopment of the installation (as jointly determined by the Secretary and the redevelopment authority):
 - (iv) is stored at the installation for purposes of distribution (including spare parts or stock items); or
 - (v)(I) meets known requirements of an authorized program of another Federal department or

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- agency for which expenditures for similar property would be necessary, and (II) is the subject of a written request by the head of the department or agency.
- (F) Notwithstanding subparagraphs (C)(i) and (D), the Secretary may carry out any activity referred to in subparagraph (C)(ii) or (D) if the Secretary determines that the carrying out of such activity is in the national security interest of the United States.
- (4)(A) The Secretary may transfer real property and personal property located at a military installation to be closed under this part to the redevelopment authority with respect to the installation.
- (B)(i)(I) Except as provided in clause (ii), the transfer of property under subparagraph (A) may be for consideration at or below the estimated fair market value of the property transferred or without consideration. Such consideration may include consideration in kind (including goods and services), real property and improvements, or such other consideration as the Secretary considers appropriate. The Secretary shall determine the estimated fair market value of the property to be transferred under this subparagraph before carrying out such transfer.
- (II) The Secretary shall prescribe regulations that set forth guidelines for determining the amount, if any, of consideration required for a transfer under this paragraph. Such regulations shall include a requirement that, in the case of each transfer under this paragraph for consideration below the estimated fair market value of the property transferred, the Secretary provide an explanation why the transfer is not for the estimated fair market value of the property to be transferred (including an explanation why the transfer cannot be carried out in accordance with the authority provided to the Secretary pursuant to paragraph (1) or (2)).
- (ii) The transfer of property under subparagraph (A) shall be without consideration in the case of any installation located in a rural area whose closure under this part will have a substantial adverse impact (as determined by the Secretary) on the economy of the communities in the vicinity of the installation and on the prospect for the economic recovery of such communities from such closure. The Secretary shall prescribe in the regulations under clause (i)(II) the manner of determining whether communities are eligible for the transfer of property under this clause.

- (iii) In the case of a transfer under subparagraph (A) for consideration below the fair market value of the property transferred, the Secretary may recoup from the transferee of such property such portion as the Secretary determines appropriate of the amount, if any, by which the sale or lease of such property by such transferee exceeds the amount of consideration paid to the Secretary for such property by such transferee. The Secretary shall prescribe regulations for determining the amount of recoupment under this clause.
- (C)(i) The transfer of personal property under subparagraph (A) shall not be subject to the provisions of sections 202 and 203 of the Federal Property and Administrative Services Act of 1949 (40 U.S.C. 483, 484) if the Secretary determines that the transfer of such property is necessary for the effective implementation of a redevelopment plan with respect to the installation at which such property is located.
- (ii) The Secretary may, in lieu of the transfer of property referred to in subparagraph (A), transfer property similar to such property (including property not located at the installation) if the Secretary determines that the transfer of such similar property is in the interest of the United States.
- (D) The provisions of section 120(h) of the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (42 U.S.C. 9602(h) shall apply to any transfer of real property under this paragraph.
- (E) The Secretary may require any additional terms and conditions in connection with a transfer under this paragraph as such Secretary considers appropriate to protect the interests of the United States.
- (5)(A) Except as provided in subparagraph (B), the Secretary shall take such actions as the Secretary determines necessary to ensure that final determinations under paragraph (1) regarding whether another department or agency of the Federal Government has identified a use for any portion of a military installation to be closed under this part, or will accept transfer of any portion of such installation, are made not later than 6 months after the date of approval of closure of that installation.
- (B) The Secretary may, in consultation with the redevelopment authority with respect to an installation, postpone making the final determinations referred to in subparagraph (A) with respect to

the installation for such period as the Secretary determines appropriate if the Secretary determines that such postponement is in the best interests of the communities affected by the closure of the installation.

- (6)(A) Except as provided in this paragraph, nothing in this section shall limit or otherwise affect the application of the provisions of the Stewart B. McKinney Homeless Assistance Act (42 U.S.C. 11301 et seq.) to military installations closed under this part. For procedures relating to the use to assist the homeless of buildings and property at installations closed under this part after the date of the enactment of this sentence, see paragraph (7).
- (B)(i) Not later than the date on which the Secretary of Defense completes the determination under paragraph (5) of the transferability of any portion of an installation to be closed under this part, the Secretary shall—
 - (I) complete any determinations or surveys necessary to determine whether any building or property referred to in clause (ii) is excess property, surplus property, or unutilized or underutilized property for the purpose of the information referred to in section 501(a) of such Act (42 U.S.C. 11411(a)); and
 - (II) submit to the Secretary of Housing and Urban Development information on any building or property that is so determined.
- (ii) The buildings and property referred to in clause (i) are any buildings or property located at an installation referred to in that clause for which no use is identified, or of which no Federal department or agency will accept transfer, pursuant to the determination of transferability referred to in that clause.
- (C) Not later than 60 days after the date on which the Secretary of Defense submits information to the Secretary of Housing and Urban Development under subparagraph (B)(ii), the Secretary of Housing and Urban Development shall—
 - (i) identify the buildings and property described in such information that are suitable for use to assist the homeless;
 - (ii) notify the Secretary of Defense of the buildings and property that are so identified;
 - (iii) publish in the Federal Register a list of the buildings and property that are so identified, including with respect to each building or

- property the information referred to in section 501(c)(1)(B) of such Act; and
- (iv) make available with respect to each building and property the information referred to in section 501(c)(1)(C) of such Act in accordance with such section 501(c)(1)(C).
- (D) Any buildings and property included in a list published under subparagraph (C)(iii) shall be treated as property available for application for use to assist the homeless under section 501(d) of such Act.
- (E) The Secretary of Defense shall make available in accordance with section 501(f) of such Act any buildings or property referred to in subparagraph (D) for which—
 - (i) a written notice of an intent to use such buildings or property to assist the homeless is received by the Secretary of Health and Human Services in accordance with section 501(d)(2) of such Act;
 - (ii) an application for use of such buildings or property for such purpose is submitted to the Secretary of Health and Human Services in accordance with section 501(e)(2) of such Act; and
 - (iii) The Secretary of Health and Human Services—
 - (I) completes all actions on the application in accordance with section 501(e)(3) of such Act; and
 - (II) approves the application under section 501(e) of such Act.
- (F)(i) Subject to clause (ii), a redevelopment authority may express in writing an interest in using buildings and property referred to subparagraph (D), and buildings and property referred to in subparagraph (B)(ii) which have not been identified as suitable for use to assist the homeless under subparagraph (C), or use such buildings and property, in accordance with the redevelopment plan with respect to the installation at which such buildings and property are located as follows:
 - (I) If no written notice of an intent to use such buildings and property to assist the homeless is received by the Secretary of Health and Human Services in accordance with section 501(d)(2) of such Act during the 60-day period beginning on the date of publication of the buildings and property under subparagraph (C)(iii).

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- (II) In the case of buildings and property for which such notice is so received, if no completed application for use of the buildings or property for such purpose is received by the Secretary of Health and Human Services in accordance with section 501(e)(2) of such Act during the 90-day period beginning on the date of the receipt of such notice.
- (III) In the case of buildings and property for which such application is so received, if the Secretary of Health and Human Services rejects the application under section (501)(e) of such Act.
- (ii) Buildings and property shall be available only for the purpose of permitting a redevelopment authority to express in writing an interest in the use of such buildings and property, or to use such buildings and property, under clause (i) as follows:
 - (I) In the case of buildings and property referred to in clause (i)(I), during the one-year period beginning on the first day after the 60-day period referred to in that clause.
 - (II) In the case of buildings and property referred to in clause (i)(II), during the one-year period beginning on the first day after the 90-day period referred to in that clause.
 - (III) In the case of buildings and property referred to in clause (i)(III), during the one-year period beginning on the date of rejection of the application referred to in that clause.
- (iii) A redevelopment authority shall express an interest in the use of buildings and property under this subparagraph by notifying the Secretary of Defense, in writing, of such an interest.
- (G)(i) Buildings and property available for a redevelopment authority under subparagraph (F) shall not be available for use to assist the homeless under section 501 of such Act while so available for a redevelopment authority.
- (ii) If a redevelopment authority does not express an interest in the use of buildings or property, or commence the use of buildings or property, under subparagraph (F) within the applicable time periods specified in clause (ii) of such subparagraph, such buildings and property shall be treated as property available for use to assist the homeless under section 501(a) of such Act.
- (7)(A) Determinations of the use to assist the homeless of buildings and property located at

- installations approved for closure under this part after the date of the enactment of this paragraph shall be determined under this paragraph rather than paragraph (6).
- (B)(i) Not later that the date on which the Secretary of Defense completes the final determinations referred to in paragraph (5) relating to the use or transferability of any portion of an installation covered by this paragraph, the Secretary shall—
 - (I) identify the buildings and property at the installation for which the Department of Defense has a use, for which another department or agency of the Federal Government has identified a use, or of which another department or agency will accept a transfer;
 - (II) take such actions as are necessary to identify any building or property at the installation not identified under subclause (I) that is excess property or surplus property;
 - (III) submit to the Secretary of Housing and Urban Development and to the redevelopment authority for the installation (or the chief executive officer of the State in which the installation is located if there is no redevelopment authority for the installation at the completion of the determination described in the stem of this sentence) information on any building or property that is identified under subclause (II); and
 - (IV) publish in the Federal Register and in a newspaper of general circulation in the communities in the vicinity of the installation information on the buildings and property identified under subclause (II).
- (ii) Upon the recognition of a redevelopment authority for an installation covered by this paragraph, the Secretary of Defense shall publish in the Federal Register and in a newspaper of general circulation in the communities in the vicinity of the installation information on the redevelopment authority.
- (C)(i) State and local governments, representatives of the homeless, and other interested parties located in the communities in the vicinity of an installation covered by this paragraph shall submit to the redevelopment authority for the installation a notice of the interest, if any, of such governments, representatives, and parties in the buildings or property, or any portion thereof, at the installation that are identified under subparagraph (B)(i)(II). A notice of interest under this clause

- shall describe the need of the government, representative, or party concerned for the buildings or property covered by the notice.
- (ii) The redevelopment authority for an installation shall assist the governments, representatives, and parties referred to in clause (i) in evaluating buildings and property at the installation for purposes of this subparagraph.
- (iii) In providing assistance under clause (ii), a redevelopment authority shall—
 - (I) consult with representatives of the homeless in the communities in the vicinity of the installation concerned; and
 - (II) undertake outreach efforts to provide information on the buildings and property to representatives of the homeless, and to other persons or entities interested in assisting the homeless, in such communities.
- (iv) It is the sense of Congress that redevelopment authorities should begin to conduct outreach efforts under clause (iii)(II) with respect to an installation as soon as is practicable after the date of approval of closure of the installation.
- (D)(i) State and local governments, representatives of the homeless, and other interested parties shall submit a notice of interest to a redevelopment authority under subparagraph (C) not later than the date specified for such notice by the redevelopment authority.
- (ii) The date specified under clause (i) shall be—
 - (I) in the case of an installation for which a redevelopment authority has been recognized as of the date of the completion of the determinations referred to in paragraph(5), not earlier than 3 months and not later than 6 months after that date; and
 - (II) in case of an installation for which a redevelopment authority is not recognized as of such date, not earlier than 3 months and not later than 6 months after the date of the recognition of a redevelopment authority for the installation.
- (iii) Upon specifying a date for an installation under this subparagraph, the redevelopment authority for the installation shall—
 - (I) publish the date specified in a newspaper of general circulation in the communities in the vicinity of the installation concerned; and

- (II) notify the Secretary of Defense of the date.
- (E)(i) In submitting to a redevelopment authority under subparagraph (C) a notice of interest in the use of buildings or property at an installation to assist the homeless, a representative of the homeless shall submit the following:
 - (I) A description of the homeless assistance program that the representative proposes to carry out at the installation.
 - (II) An assessment of the need for the program.
 - (III) A description of the extent to which the program is or will be coordinated with other homeless assistance programs in the communities in the vicinity of the installation.
 - (IV) A description of the buildings and property at the installation that are necessary in order to carry out the program.
 - (V) A description of the financial plan, the organization, and the organizational capacity of the representative to carry out the program.
 - (VI) An assessment of the time required in order to commence carrying out the program.
- (ii) A redevelopment authority may not release to the pubic any information submitted to the redevelopment authority under clause (i)(V) without the consent of the representative of the homeless concerned unless such release is authorized under Federal law and under the law of the State and communities in which the installation concerned is located.
- (F)(i) The redevelopment authority for each installation covered by this paragraph shall prepare a redevelopment plan for the installation. The redevelopment authority shall, in preparing the plan, consider the interests in the use to assist the homeless of the buildings and property at the installation that are expressed in the notices submitted to the redevelopment authority under subparagraph (C).
- (ii)(I) In connection with a redevelopment plan for an installation, a redevelopment authority and representatives of the homeless shall prepare legally binding agreements that provide for the use to assist the homeless of buildings and property, resources, and assistance on or off the installation. The implementation of such agreements shall be contingent upon the approval of the redevelopment plan by the Secretary of Housing and Urban Development under subparagraph (H) or (J).

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- (II) Agreements under this clause shall provide for the reversion to the redevelopment authority concerned, or to such other entity or entities as the agreements shall provide, of buildings and property that are made available under this paragraph for use to assist the homeless in the event that such buildings and property cease being used for that purpose.
- (iii) A redevelopment authority shall provide opportunity for public comment on a redevelopment plan before submission of the plan to the Secretary of Defense and the Secretary of Housing and Urban Development under subparagraph (G),
- (iv) A redevelopment authority shall complete preparation of a redevelopment plan for an installation and submit the plan under subparagraph (G) not later than 9 months after the date specified by the redevelopment authority for the installation under subparagraph (D).
- (G)(i) Upon completion of a redevelopment plan under subparagraph (F), a redevelopment authority shall submit an application containing the plan to the Secretary of Defense and to the Secretary of Housing and Urban Development.
- (ii) A redevelopment authority shall include in an application under clause (i) the following:
 - (I) A copy of the redevelopment plan, including a summary of any public comments on the plan received by the redevelopment authority under subparagraph (F)(iii).
 - (II) A copy of each notice of interest of use of buildings and property to assist the homeless that was submitted to the redevelopment authority under subparagraph (C), together with a description of the manner, if any, in which the plan addresses the interest expressed in each such notice and, if the plan does not address such an interest, an explanation why the plan does not address the interest.
 - (III) A summary of the outreach undertaken by the redevelopment authority under subparagraph (C)(iii)(II) in preparing the plan.
 - (IV) A statement identifying the representatives of the homeless and the homeless assistance planning boards, if any, with which the redevelopment authority consulted in preparing the plan, and the results of such consultations.
 - (V) An assessment of the manner in which the redevelopment plan balances the expressed needs of the homeless and the need of the

- communities in the vicinity of the installation for economic redevelopment and other development.
- (VI) Copies of the agreements that the redevelopment authority proposes to enter into under subparagraph (F)(ii).
- (H)(i) Not later than 60 days after receiving a redevelopment plan under subparagraph (G), the Secretary of Housing and Urban Development shall complete a review of the plan. The purpose of the review is to determine whether the plan, with respect to the expressed interest and requests of representatives of the homeless—
 - (I) takes into consideration the size and nature of the homeless population in the communities in the vicinity of the installation, the availability of existing services in such communities to meet the needs of the homeless in such communities, and the suitability of the buildings and property covered by the plan for the use and needs of the homeless in such communities;
 - (II) takes into consideration any economic impact of homeless assistance under the plan on the communities in the vicinity of the installation;
 - (III) balances in an appropriate manner the needs of the communities in the vicinity of the installation for economic redevelopment and other development with the needs of the homeless in such communities;
 - (IV) was developed in consultation with representatives of the homeless and the homeless assistance planning boards, if any, in the communities in the vicinity of the installation; and
 - (V) specifies the manner in which buildings and property, resources and assistance on or off the installation will be made available for homeless assistance purposes.
- (ii) It is the sense of Congress that the Secretary of Housing and Urban Development shall, in completing the review of a plan under this subparagraph, take into consideration and be receptive to the predominant views on the plan of the communities in the vicinity of the installation covered by the plan.
- (iii) The Secretary of Housing and Urban Development may engage in negotiations and consultations with a redevelopment authority before or during the course of a review under clause (i) with a view toward resolving any preliminary determination of the Secretary that the redevelopment plan does not meet a requirement set forth in that

- clause. The redevelopment authority may modify the redevelopment plan as a result of such negotiations and consultations.
- (iv) Upon completion of a review of a redevelopment plan under clause (i), the Secretary of Housing and Urban Development shall notify the Secretary of Defense and the redevelopment authority concerned of the determination of the Secretary of Housing and Urban Development under that clause.
- (v) If the Secretary of Housing and Urban Development determines as a result of such a review that a redevelopment plan does not meet the requirements set forth in clause (i), a notice under clause (iv) shall include—
 - (I) an explanation of that determination; and
 - (II) a statement of the actions that the redevelopment authority must undertake in order to address that determination.
- (I)(i) Upon receipt of a notice under subparagraph (H)(iv) of a determination that a redevelopment plan does not meet a requirement set forth in subparagraph (H)(i), a redevelopment authority shall have the opportunity to—
 - (I) revise the plan in order to address the determination; and
 - (II) submit the revised plan to the Secretary of Housing and Urban Development.
- (ii) A redevelopment authority shall submit a revised plan under this subparagraph to the Secretary of Housing and Urban Development, if at all, not later than 90 days after the date on which the redevelopment authority receives the notice referred to in clause(i).
- (J)(i) Not later than 30 days after receiving a revised redevelopment plan under subparagraph (I), the Secretary of Housing and Urban Development shall review the revised plan and determine if the plan meets the requirements set forth in subparagraph (H)(i).
- (ii) The Secretary of Housing and Urban Development shall notify the Secretary of Defense and the redevelopment authority concerned of the determination of the Secretary of Housing and Urban Development under this subparagraph.
- (K) Upon receipt of a notice under subparagraph (H)(vi) or (J)(ii) of the determination of the Secretary of Housing and Urban Development that a redevelopment plan for an installation meets the

- requirements set forth in subparagraph (H)(i), the Secretary of Defense shall dispose of the buildings and property located at the installation that are identified in the plan as available for use to assist the homeless in accordance with the provisions of the plan. The Secretary of Defense may dispose of such buildings or property directly to the representatives of the homeless concerned or to the redevelopment authority concerned. The Secretary of Defense shall dispose of the buildings and property under this subparagraph without consideration.
- (L)(i) If the Secretary of Housing and Urban Development determines under subparagraph (J) that a revised redevelopment plan for an installation does not meet the requirements set forth in subparagraph (H)(i), or if no revised plan is so submitted, that Secretary shall—
 - (I) review the original redevelopment plan submitted to that Secretary under subparagraph (G), including the notice or notices of representatives of the homeless referred to in clause (ii)(II) of that subparagraph;
 - (II) consult with the representatives referred to in subclause(I), if any, for purposes of evaluating the continuing interest of such representatives in the use of buildings or property at the installation to assist the homeless;
 - (III) request that each such representative submit to that Secretary the items described in clause (ii): and
 - (IV) based on the actions of that Secretary under subclauses (I) and (II), and on any information obtained by that Secretary as a result of such actions, indicate to the Secretary of Defense the buildings and property at the installation that meet the requirements set forth in subparagraph (H)(i).
- (ii) The Secretary of Housing and Urban Development may request under clause (i)(III) that a representative of the homeless submit to that Secretary the following:
 - (I) A description of the program of such representative to assist the homeless.
 - (II) A description of the manner in which the buildings and property that the representative proposes to use for such purpose will assist the homeless.
 - (III) Such information as that Secretary requires in order to determine the financial capacity of

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the representative to carry out the program and to ensure that the program will be carried out in compliance with Federal environmental law and Federal law against discrimination.

- (IV) A certification that police services, fire protection services, and water and sewer services available in the communities in the vicinity of the installation concerned are adequate for the program.
- (iii) The Secretary of Housing and Urban Development shall indicate to the Secretary of Defense and to the redevelopment authority concerned that buildings and property at an installation under clause (i)(IV) to be disposed of not later than 90 days after the date of a receipt of a revised plan for the installation under subparagraph (J).
- (iv) The Secretary of Defense shall dispose of the buildings and property at an installation referred to in clause (iii) to entities indicated by the Secretary of Housing and Urban Development or by transfer to the redevelopment authority concerned for transfer to such entities. Such disposal shall be in accordance with the indications of the Secretary of Housing and Urban Development under clause (i) (IV). Such disposal shall be without consideration.
- (M)(i) In the event of the disposal of buildings and property of an installation pursuant to subparagraph (K), the redevelopment authority for the installation shall be responsible for the implementation of and compliance with agreements under the redevelopment plan described in that subparagraph for the installation.
- (ii) If a building or property reverts to a redevelopment authority under such an agreement, the redevelopment authority shall take appropriate actions to secure, to the maximum extent practicable, the utilization of the building or property by other homeless representatives to assist the homeless. A redevelopment authority may not be required to utilize the building or property to assist the homeless.
- (N) The Secretary of Defense may postpone or extend any deadline provided for under this paragraph in the case of an installation covered by this paragraph for such period as the Secretary considers appropriate if the Secretary determines that such postponement is in the interests of the communities affected by the closure of the installations. The Secretary shall make such determinations in consultation with the redevelopment authority concerned and, in the case of deadlines

- provided for under this paragraph with respect to the Secretary of Housing and Urban Development, in consultation with the Secretary of Housing and Urban Development.
- (O) For purposes of this paragraph, the term "communities in the vicinity of the installation", in the case of an installation, means the communities that constitute the political jurisdictions (other than the State in which the installation is located) that comprise the redevelopment authority for the installation.
- (8)(A) Subject to subparagraph (C), the Secretary may contract with local governments for the provisions of police services, fire protection services, airfield operation services, or other community services by such governments at military installations to be closed under this part if the Secretary determines that the provision of such services under such contracts is in the best interests of the Department of Defense.
- (B) The Secretary may exercise the authority provided under this paragraph without regard to the provisions of chapter 146 of title 10, United States Code.
- (C) The Secretary may not exercise the authority under subparagraph (A) with respect to an installation earlier than 180 days before the date on which the installation is to be closed.
- (D) The Secretary shall include in a contract for services entered into with a local government under this paragraph a clause that requires the use of professionals to furnish the services to the extent that professionals are available in the area under the jurisdiction of such government.
- (c) APPLICABILITY OF NATIONAL ENVIRONMENTAL POLICY ACT OF 1969.—(1) The provisions of the National Environmental Policy Act of 1969 (42 U.S.C. 4321 et seq.) shall not apply to the actions of the President, the Commission, and, except as provided in paragraph (2), the Department of Defense in carrying out this part.
- (2)(A) The provisions of the National Environmental Policy Act of 1969 shall apply to actions of the Department of Defense under this part (i) during the process of property disposal, and (ii) during the process of relocating functions from a military installation being closed or realigned to another military installation after the receiving installation has been selected but before the functions are relocated.

- (B) In applying the provisions of the National Environmental Policy Act of 1969 to the processes referred to in subparagraph (A), the Secretary of Defense and the Secretary of the military departments concerned shall not have to consider—
 - (i) the need for closing or realigning the military installation which has been recommended for closure or realignment by the Commission:
 - (ii) the need for transferring functions to any military installation which has been selected as the receiving installation; or
 - (iii) military installations alternative to those recommended or selected.
- (3) A civil action for judicial review, with respect to any requirement of the National Environmental Policy Act of 1969 to the extent such Act is applicable under paragraph (2), of any act or failure to act by the Department of Defense during the closing, realigning, or relocating of functions referred to in clauses (i) and (ii) of paragraph (2)(A), may not be brought more than 60 days after the date of such act or failure to act.
- **(d) Warver.**—The Secretary of Defense may close or realign military installations under this part without regard to—
 - (1) any provision of law restricting the use of funds for closing or realigning military installations included in any appropriations or authorization Act; and
 - (2) sections 2662 and 2687 of title 10, United States Code.
- (e) Transfer Authority in Connection With Payment of Environmental Remediation Costs.—(1)(A) Subject to paragraph (2) of this subsection and section 120(h) of the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (42 U.S.C. 9620(h)), the Secretary may enter into an agreement to transfer by deed real property or facilities referred to in subparagraph (B) with any person who agrees to perform all environmental restoration, waste management, and environmental compliance activities that are required for the property or facilities under Federal and State laws, administrative decisions, agreements (including schedules and milestones), and concurrences.
- (B) The real property and facilities referred to in subparagraph (A) are the real property and facilities located at an installation closed or to be

- closed under this part that are available exclusively for the use, or expression of an interest in a use, of a redevelopment authority under subsection (b)(6)(F) during the period provided for that use, or expression of interest in use, under that subsection.
- (C) The Secretary may require any additional terms and conditions in connection with an agreement authorized by subparagraph (A) as the Secretary considers appropriate to protect the interests of the United States.
- (2) A transfer of real property or facilities may be made under paragraph (1) only if the Secretary certifies to Congress that—
 - (A) the costs of all environmental restoration, waste management, environmental compliance activities to be paid by the recipient of the property or facilities are equal to or greater than the fair market value of the property or facilities to be transferred, as determined by the Secretary; or
 - (B) if such costs are lower than the fair market value of the property or facilities, the recipient of the property or facilities agrees to pay the difference between the fair market value and such costs.
- (3) As part of an agreement under paragraph (1), the Secretary shall disclose to the person to whom the property or facilities will be transferred any information of the Secretary regarding the environmental restoration, waste management, and environmental compliance activities described in paragraph (1) that relate to the property or facilities. The Secretary shall provide such information before entering into the agreement.
- (4) Nothing in this subsection shall be construed to modify, alter, or amend the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (42 U.S.C. 9601 et seq.) or the Solid Waste Disposal Act (42 U.S.C. 6901 et seq.).
- (5) Section 330 of the National Defense Authorization Act for Fiscal Year 1993 (Public Law 102-484; 10 U.S.C. 2687 note) shall not apply to any transfer under this subsection to persons or entities described in subsection (a)(2) of such section 330.
- (6) The Secretary may not enter into an agreement to transfer property or facilities under this subsection after the expiration of the five-year period beginning on the date of the enactment of the National Defense Authorization Act for Fiscal Year 1994.

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SEC. 2906. ACCOUNT

- (a) In GENERAL.—(1) There is hereby established on the books of the Treasury an account to be known as the "Department of Defense Base Closure Account 1990" which shall be administered by the Secretary as a single account.
 - (2) There shall be deposited into the Account—
 - (A) funds authorized for and appropriated to the Account:
 - (B) any funds that the Secretary may, subject to approval in an appropriation Act, transfer to the Account from funds appropriated to the Department of Defense for any purpose, except that such funds may be transferred only after the date on which the Secretary transmits written notice of, and justification for, such transfer to the congressional defense committees; and
 - (C) except as provided in subsection (d), proceeds received from the transfer or disposal of any property at a military installation closed or realigned under this part; and
 - (D) proceeds received after September 30, 1995, from the transfer or disposal of any property at a military installation closed or realigned under title II of the Defense Authorization Amendments and Base Closure and Realignment Act (Public Law 100-526; 10 U.S.C. 2687 note).
- **(b) Use of Funds.**—(1) The Secretary may use the funds in the Account only for the purposes described in section 2905 or, after September 30, 1995, for environmental restoration and property management and disposal at installations closed or realigned under title II of the Defense Authorization Amendments and Base Closure and Realignment Act (Public Law 100-526; 10 U.S.C. 2687 note).
- (2) When a decision is made to use funds in the Account to carry out a construction project under section 2905(a) and the cost of the project will exceed the maximum amount authorized by law for a minor military construction project, the Secretary shall notify in writing the congressional defense committees of the nature of, and justification for, the project and the amount of expenditures for such project. Any such construction project may be carried out without regard to section 2802(a) of title 10, United States Code.
- **(c) Reports.**—(1)(A) No later than 60 days after the end of each fiscal year in which the Secretary carries out activities under this part, the Secretary

- shall transmit a report to the congressional defense committees of the amount and nature of the deposits into, and the expenditures from, the Account during such fiscal year and of the amount and nature of other expenditures made pursuant to section 2905(a) during such fiscal year.
- (B) The report for a fiscal year shall include the following:
 - (i) The obligations and expenditures from the Account during the fiscal year, identified by subaccount, for each military department and Defense Agency.
 - (ii) The fiscal year in which appropriations for such expenditures were made and the fiscal year in which funds were obligated for such expenditures.
 - (iii) Each military construction project for which such obligations and expenditures were made, identified by installation and project title.
 - (iv) A description and explanation of the extent, if any, to which expenditures for military construction projects for the fiscal year differed from proposals for projects and funding levels that were included in the jurisdiction transmitted to Congress under section 2907(1), or otherwise, for the funding proposals for the Account for such fiscal year, including an explanation of—
 - (I) any failure to carry out military construction projects that were so proposed; and
 - (II) any expenditures for military construction projects that were not so proposed.
- (2) Unobligated funds which remain in the Account after the termination of the authority of the Secretary to carry out a closure or realignment under this part shall be held in the Account until transferred by law after the congressional defense committees receive the report transmitted under paragraph (3).
- (3) No later than 60 days after the termination of the authority of the Secretary to carry out a closure or realignment under this part, the Secretary shall transmit to the congressional defense committees a report containing an accounting of—
 - (A) all the funds deposited into and expended from the Account or otherwise expended under this part; and
 - (B) any amount remaining in the Account.

- (d) Disposal or Transfer of Commissary Stores and Property Purchased With Nonappropriated Funds.—(1) If any real property or facility acquired, constructed, or improved (in whole or in part) with commissary store funds or nonappropriated funds is transferred or disposed of in connection with the closure or realignment of a military installation under this part, a portion of the proceeds of the transfer or other disposal of property on that installation shall be deposited in the reserve account established under section 204(b)(4)(C) of the Defense Authorization Amendments and Base Closure and Realignment Act (10 U.S.C. 2687 note).
- (2) The amount so deposited shall be equal to the depreciated value of the investment made with such funds in the acquisition, construction, or improvement of that particular real property or facility. The depreciated value of the investment shall be computed in accordance with regulations prescribed by the Secretary of Defense.
- (3) The Secretary may use amounts in the account (in such an aggregate amount as is provided in advance in appropriation Acts) for the purpose of acquiring, constructing, and improving—
 - (A) commissary stores; and
 - (B) real property and facilities for non-appropriated fund instrumentalities.
 - (4) As used in this subsection:
 - (A) The term "commissary store funds" means funds received from the adjustment of, or surcharge on, selling prices at commissary stores fixed under section 2685 of title 10, United States Code.
 - (B) The term "nonappropriated funds" means funds received from a nonappropriated fund instrumentality.
 - (C) The term "nonappropriated fund instrumentality" means an instrumentality of the United States under the jurisdiction of the Armed Forces (including the Army and Air Force Exchange Service, the Navy Resale and Services Support Office, and the Marine Corps exchanges) which is conducted for the comfort, pleasure, contentment, or physical or mental improvement of members of the Armed Forces.
- **(E) ACCOUNT EXCLUSIVE SOURCE OF FUNDS FOR ENVIRONMENTAL RESTORATION PROJECTS.**—Except for funds deposited into the Account under subsection (a), funds appropriated to the Department of Defense

may not be used for purposes described in section 2905(a)(1)(C). The prohibition in this subsection shall expire upon the termination of the authority of the Secretary to carry out a closure or realignment under this part.

SEC. 2907. REPORTS

As part of the budget request for fiscal year 1993 and for each fiscal year thereafter for the Department of Defense, the Secretary shall transmit to the congressional defense committees of Congress—

- (1) a schedule of the closure and realignment actions to be carried out under this part in the fiscal year for which the request is made and an estimate of the total expenditures required and cost savings to be achieved by each such closure and realignment and of the time period in which these savings are to be achieved in each case, together with the Secretary's assessment of the environmental effects of such actions; and
- (2) a description of the military installations, including those under construction and those planned for construction, to which functions are to be transferred as a result of such closures and realignments, together with the Secretary's assessment of the environmental effects of such transfers.

SEC. 2908. CONGRESSIONAL CONSIDERATION OF COMMISSION REPORT

- (a) Terms of the Resolution.—For purposes of section 2904(b), the term "joint resolution" means only a joint resolution which is introduced within the 10-day period beginning on the date on which the President transmits the report to the Congress under section 2903(e), and—
 - (1) which does not have a preamble;
 - (2) the matter after the resolving clause of which is as follows: "That Congress disapproves the recommendations of the Defense Base Closure and Realignment Commission as submitted by the President on _____", the blank space being filled in with the appropriate date; and
 - (3) the title of which is as follows: "Joint resolution disapproving the recommendations of the Defense Base Closure and Realignment Commission.".

- **(b) REFERRAL.**—A resolution described in subsection (a) that is introduced in the House of Representatives shall be referred to the Committee on Armed Services of the House of Representatives. A resolution described in subsection (a) introduced in the Senate shall be referred to the Committee on Armed Services of the Senate.
- (c) DISCHARGE.—If the committee to which a resolution described in subsection (a) is referred has not reported such a resolution (or an identical resolution) by the end of the 20-day period beginning on the date on which the President transmits the report to the Congress under section 2903(e), such committee shall be, at the end of such period, discharged from further consideration of such resolution, and such resolution shall be placed on the appropriate calendar of the House involved.
- (d) Consideration.—(1) On or after the third day after the date on which the committee to which such a resolution is referred has reported. or has been discharged (under subsection (c)) from further consideration of, such a resolution, it is in order (even though a previous motion to the same effect has been disagreed to) for any Member of the respective House to move to proceed to the consideration of the resolution. A member may make the motion only on the day after the calendar day on which the Member announces to the House concerned the Member's intention to make the motion, except that, in the case of the House of Representatives, the motion may be made without such prior announcement if the motion is made by direction of the committee to which the resolution was referred. All points of order against the resolution (and against consideration of the resolution) are waived. The motion is highly privileged in the House of Representatives and is privileged in the Senate and is not debatable. The motion is not subject to amendment, or to a motion to postpone, or to a motion to proceed to the consideration of other business. A motion to reconsider the vote by which the motion is agreed to or disagreed to shall not be in order. If a motion to proceed to the consideration of the resolution is agreed to, the respective House shall immediately proceed to consideration of the joint resolution without intervening motion. order, or other business, and the resolution shall remain the unfinished business of the respective House until disposed of.
- (2) Debate on the resolution, and on all debatable motions and appeals in connection therewith,

- shall be limited to not more than 2 hours, which shall be divided equally between those favoring and those opposing the resolution. An amendment to the resolution is not in order. A motion further to limit debate is in order and not debatable. A motion to postpone, or a motion to proceed to the consideration of other business, or a motion to recommit the resolution is not in order. A motion to reconsider the vote by which the resolution is agreed to or disagreed to is not in order.
- (3) Immediately following the conclusion of the debate on a resolution described in subsection (a) and a single quorum call at the conclusion of the debate if requested in accordance with the rules of the appropriate House, the vote on final passage of the resolution shall occur.
- (4) Appeals from the decisions of the Chair relating to the application of the rules of the Senate or the House of Representatives, as the case may be, to the procedure relating to a resolution described in subsection (a) shall be decided without debate.
- **(e)** Consideration by Other House.—(1) If, before the passage by one House of a resolution of that House described in subsection (a), that House receives from the other House a resolution described in subsection (a), then the following procedures shall apply:
 - (A) The resolution of the other House shall not be referred to a committee and may not be considered in the House receiving it except in the case of final passage as provided in subparagraph (B)(ii).
 - (B) With respect to a resolution described in subsection (a) of the House receiving the resolution—
 - (i) the procedure in that House shall be the same as if no resolution had been received from the other House; but
 - (ii) the vote on final passage shall be on the resolution of the other House.
- (2) Upon disposition of the resolution received from the other House, it shall no longer be in order to consider the resolution that originated in the receiving House.
- **(f) Rules of the Senate and House.**—This section is enacted by Congress—
 - (1) as an exercise of the rulemaking power of the Senate and House of Representatives,

respectively, and as such it is deemed a part of the rules of each House, respectively, but applicable only with respect to the procedure to be followed in that House in the case of a resolution described in subsection (a), and it supersedes other rules only to the extent that it its inconsistent with such rules; and

(2) with full recognition of the constitutional right of either House to change the rules (so far as relating to the procedure of that House) at any time, in the same manner, and to the same extent as in the case of any other rule of that House.

SEC. 2909. RESTRICTION ON OTHER BASE CLOSURE AUTHORITY

- (a) In GENERAL.—Except as provided in subsection (c), during the period beginning on the date of the enactment of this Act and ending on December 31, 1995, this part shall be the exclusive authority for selecting for closure or realignment, or for carrying out any closure or realignment of, a military installation inside the United States.
- **(b) RESTRICTION.**—Except as provided in subsection (c), none of the funds available to the Department of Defense may be used, other than under this part, during the period specified in subsection (a)—
 - (1) to identify, through any transmittal to the Congress or through any other public announcement or notification, any military installation inside the United States as an installation to be closed or realigned or as an installation under consideration for closure or realignment; or
 - (2) to carry out any closure or realignment of a military installation inside the United States.
- **(c) Exception.**—Nothing in this part affects the authority of the Secretary to carry out—
 - (1) closures and realignments under title II of Public Law 100-526; and
 - (2) closures and realignments to which section 2687 of title 10, United States Code, is not applicable, including closures and realignments carried out for reasons of national security or a military emergency referred to in subsection (c) of such section.

SEC. 2910. DEFINITIONS

As used in this part:

- (1) The term "Account" means the Department of Defense Base Closure Account 1990 established by section 2906(a)(1).
- (2) The term "congressional defense committees" means the Committees on Armed Services and the Committees on Appropriations of the Senate and of the House of Representatives.
- (3) The term "Commission" means the Commission established by section 2902.
- (4) The term "military installation" means a base, camp, post, station, yard, center, homeport facility for any ship, or other activity under the jurisdiction of the Department of Defense, including any leased facility. Such term does not include any facility used primarily for civil works, rivers and harbors projects, flood control, or other projects not under the primary jurisdiction or control of the Department of Defense.
- (5) The term "realignment" includes any action which both reduces and relocates functions and civilian personnel positions but does not include a reduction in force resulting from workload adjustments, reduced personnel or funding levels, or skill imbalances.
- (6) The term "Secretary" means the Secretary of Defense.
- (7) The term "United States" means the 50 States, the District of Columbia, the Commonwealth of Puerto Rico, Guam, the Virgin Islands, American Samoa, and any other commonwealth, territory, or possession of the United States.
- (8) The term "date of approval", with respect to a closure or realignment of an installation, means the date on which the authority of Congress to disapprove a recommendation of closure or realignment, as the case may be, of such installation under this part expires.
- (9) The term "redevelopment authority", in the case of an installation to be closed under this part, means any entity (including an entity established by a State or local government) recognized by the Secretary of Defense as the entity responsible for developing the redevelopment plan with respect to the installation or for directing the implementation of such plan.

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- (10) The term "redevelopment plan" in the case of an installation to be closed under this part, means a plan that—
 - (A) is agreed to by the local redevelopment authority with respect to the installation; and
 - (B) provides for the reuse or redevelopment of the real property and personal property of the installation that is available for such reuse and redevelopment as a result of the closure of the installation.
- (10) The term "representative of the homeless" has the meaning given such term in section 501(h)(4) of the Stewart B. McKinney Homeless Assistance Act (42 U.S.C. 11411(h)(4)).

SEC. 2911. CLARIFYING AMENDMENT

Section 2687(e)(1) of title 10, United States Code, is amended—

- (1) by inserting "homeport facility for any ship," after "center,"; and
- (2) by striking out "under the jurisdiction of the Secretary of a military department" and inserting in lieu thereof "under the jurisdiction of the Department of Defense, including any leased facility,".

Part B—Other Provisions Relating to Defense Base Closures and Realignments

SEC. 2921. CLOSURE OF FOREIGN MILITARY INSTALLATIONS

- (a) Sense of Congress.— It is the sense of the Congress that—
 - (1) the termination of military operations by the United States at military installations outside the United States should be accomplished at the discretion of the Secretary of Defense at the earliest opportunity;
 - (2) in providing for such termination, the Secretary of Defense should take steps to ensure that the United States receives, through direct payment or otherwise, consideration equal to the fair market value of the improvements made by the United States at facilities that will be released to host countries:

- (3) the Secretary of Defense, acting through the military component commands or the subunified commands to the combatant commands, should be the lead official in negotiations relating to determining and receiving such consideration; and
- (4) the determination of the fair market value of such improvements released to host countries in whole or in part by the United States should be handled on a facility-by-facility basis.
- **(b) RESIDUAL VALUE.**—(1) For each installation outside the United States at which military operations were being carried out by the United States on October 1, 1990, the Secretary of Defense shall transmit, by no later than June 1, 1991, an estimate of the fair market value, as of January 1, 1991, an estimate of the improvements made by the United States at facilities at each such installation.
 - (2) For purposes of this section:
 - (A) The term "fair market value of the improvements" means the value of improvements determined by the Secretary on the basis of their highest use.
 - (B) The term "improvements" includes new construction of facilities and all additions, improvements, modifications, or renovations made to existing facilities or to real property, without regard to whether they were carried out with appropriated or nonappropriated funds.
- (c) ESTABLISHMENT OF SPECIAL ACCOUNT.—(1) There is established on the books of the Treasury a special account to be known as the "Department of Defense Overseas Military Facility Investment Recovery Account". Except as provided in subsection (d), amounts paid to the United States, pursuant to any treaty, status of forces agreement, or other international agreement to which the United States is a party, for the residual value of real property or improvements to real property used by civilian or military personnel of the Department of Defense shall be deposited into such account.
- (2) Money deposited in the Department of Defense Overseas Military Facility Investment Recovery Account shall be available to the Secretary of Defense for payment, as provided in appropriation Acts, of costs incurred by the Department of Defense in connection with—

- (A) facility maintenance and repair and environmental restoration at military installations in the United States; and
- (B) facility maintenance and repair and compliance with applicable environmental laws at military installations outside the United States that the Secretary anticipates will be occupied by the Armed Forces for a long period.
- (3) Funds in the Department of Defense Overseas Facility Investment Account shall remain available until expended.
- (d) Amounts Corresponding to the Value of PROPERTY PURCHASED WITH NONAPPROPRIATED Funds.—(1) In the case of a payment referred to in subsection (c)(1) for the residual value of real property or improvements at an overseas military facility, the portion of the payment that is equal to the depreciated value of the investment made with nonappropriated funds shall be deposited in the reserve account established under section 204(b)(4)(C) of the Defense Authorization Amendments and Base Closure and Realignment Act. The Secretary may use amounts in the account (in such an aggregate amount as is provided in advance by appropriation Acts) for the purpose of acquiring, constructing, or improving commissary stores and nonappropriated fund instrumentalities.
 - (2) As used in this subsection:
 - (A) The term "nonappropriated funds" means funds received from—
 - (i) the adjustment of, or surcharge on, selling prices at commissary stores fixed under section 2685 of title 10, United States Code; or
 - (ii) a nonappropriated fund instrumentality.
 - (B) The term "nonappropriated fund instrumentality" means an instrumentality of the United States under the jurisdiction of the Armed Forces (including the Army and Air Force Exchange Service, the Navy Resale and Services Support Office, and the Marine Corps exchanges) which is conducted for the comfort, pleasure, contentment, or physical or mental improvement of members of the Armed Forces.
- **(e) NEGOTIATIONS FOR PAYMENTS-IN-KIND.**—(1) Before the Secretary of Defense enters into negotiations with a host country regarding the acceptance by the United States of any payment-in-kind in connection with the release to the host country

of improvements made by the United States at military installations in the host country, the Secretary shall submit to the appropriate congressional committees a written notice regarding the intended negotiations.

- (2) The notice shall contain the following:
- (A) A justification for entering into negotiations for payments-in-kind with the host country.
- (B) The types of benefit options to be pursued by the Secretary in the negotiations.
- (C) A discussion of the adjustments that are intended to be made in the future-years defense program or in the budget of the Department of Defense for the fiscal year in which the notice is submitted or the following fiscal year in order to reflect costs that it may no longer be necessary for the United States to incur as a result of the payments-in-kind to be sought in the negotiations.
- (3) For the purposes of this subsection, the appropriate congressional committees are
- (A) the Committee on Armed Services, the Committee on Appropriations, and the Defense Subcommittees of the Committee on Appropriations of the House of Representatives; and
- (B) the Committee on Armed Services, the Committee on Appropriations, and the Defense Subcommittees of the Committee on Appropriations of the Senate.
- **(f) REPORT ON STATUS AND USE OF SPECIAL ACCOUNT.** Not later than January 15 of each year, the Secretary of Defense shall submit to the congressional defense committees a report on the operations of the Department of Defense Overseas Military Facility Investment Recovery Account during the preceding fiscal year and proposed uses of funds in the special account during the next fiscal year. The report shall include the following:
 - (1) The amount of each deposit in the account during the preceding fiscal year, and the source of the amount.
 - (2) The balance in the account at the end of that fiscal year.
 - (3) The amounts expended from the account by each military department during that fiscal year.

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- (4) With respect to each military installation for which money was deposited in the account as a result of the release of real property or improvements of the installation to a host country during that fiscal year—
 - (A) the total amount of the investment of the United States in the installation, expressed in terms of constant dollars of that fiscal year;
 - (B) the depreciated value (as determined by the Secretary of a military department under regulations to be prescribed by the Secretary of Defense) of the real property and improvements that were released; and
 - (C) the explanation of the Secretary for any difference between the benefits received by the United States for the real property and improvements and the depreciated value (as so determined) of that real property and improvements.
- (5) A list identifying all military installations outside the United States for which the Secretary proposes to make expenditures from the Department of Defense Overseas Facility Investment Recovery Account under subsection (c)(2)(B) during the next fiscal year and specifying the amount of the proposed expenditures for each identified military installations.
- (6) A description of the purposes for which the expenditures proposed under paragraph (5) will be made and the need for such expenditures.
- (g) OMB REVIEW OF PROPOSED SETTLEMENTS.—(1) The Secretary of Defense may not enter into an agreement of settlement with a host country regarding the release to the host country of improvements made by the United States to facilities at an installation located in the host country until 30 days after the date on which the Secretary submits the proposed settlement to the Director of the Office of Management and Budget. The prohibition set forth in the preceding sentence shall apply only to agreements of settlement for improvements having a value in excess of \$10,000,000. The Director shall evaluate the overall equity of the proposed settlement. In evaluating the proposed settlement, the Director shall consider such factors as the extent of the United States capital investment in the improvements being released to the host country, the depreciation of the improvements, the condition of the im-

- provements, and any applicable requirements for environmental remediation or restoration at the installation.
- (2) Each year, the Secretary shall submit to the Committees on Armed Services of the Senate and House of Representatives a report on each proposed agreement of settlement that was not submitted by the Secretary to the Director of the Office of Management and Budget in the previous year under paragraph (1) because the value of the improvements to be released pursuant to the proposed agreement did not exceed \$10,000,000.
- (H) CONGRESSIONAL OVERSIGHT OF PAYMENTS-IN-KIND.—(1) Not less than 30 days before concluding an agreement for acceptance of military construction or facility improvements as a payment-in-kind, the Secretary of Defense shall submit to Congress a notification on the proposed agreement. Any such notification shall contain the following:
 - (A) A description of the military construction project or facility improvement project, as the case may be.
 - (B) A certification that the project is needed by United States forces.
 - (C) An explanation of how the project will aid in the achievement of the mission of those forces.
 - (D) A certification that, if the project were to be carried out by the Department of Defense, appropriations would be necessary for the project and it would be necessary to provide for the project in the next future-years defense program.
- (2) Not less than 30 days before concluding an agreement for acceptance of host nation support or host nation payment of operating costs of United States forces as a payment-in-kind, the Secretary of Defense shall submit to Congress a notification on the proposed agreement. Any such notification shall contain the following:
 - (A) A description of each activity to be covered by the payment-in-kind.
 - (B) A certification that the costs to be covered by the payment-in-kind are included in the budget of one or more of the military departments or that it will otherwise be necessary to provide for payment of such costs in a budget of one or more of the military departments.

(C) A certification that, unless the paymentin-kind is accepted or funds are appropriated for payment of such costs, the military mission of the United States forces with respect to the host nation concerned will be adversely affected.

SEC. 2922. MODIFICATION OF THE CONTENT OF BIANNUAL REPORT OF THE COMMISSION ON ALTERNATIVE UTILIZATION OF MILITARY FACILITIES

- **(a)** Uses of Facurres.—Section 2819(b) of the National Defense Authorization Act, Fiscal Year 1989 (Public Law 100-456; 102 Stat. 2119; 10 U.S.C. 2391 note) is amended—
 - (1) in paragraph (2), by striking out "minimum security facilities for nonviolent prisoners" and inserting in lieu thereof "Federal confinement or correctional facilities including shock incarceration facilities";
 - (2) by striking out "and" at the end of paragraph (3);
 - (3) by redesignating paragraph (4) as paragraph (5); and
 - (4) by inserting after paragraph (3) the following new paragraph (4):
 - "(4) identify those facilities, or parts of facilities, that could be effectively utilized or renovated to meet the needs of States and local jurisdictions for confinement or correctional facilities; and".
- **(b) EFFECTIVE DATE.**—The amendments made by subsection (a) shall take effect with respect to the first report required to be submitted under section 2819 the National Defense Authorization Act, Fiscal Year 1989, after September 30, 1990.

SEC. 2923. FUNDING FOR ENVIRONMENTAL RESTORATION AT MILITARY INSTALLATIONS SCHEDULED FOR CLOSURE INSIDE THE UNITED STATES

(a) AUTHORIZATION OF APPROPRIATIONS.—There is hereby authorized to be appropriated to the Department of Defense Base Closure Account for fiscal year 1991, in addition to any other funds authorized to be appropriated to that account for that fiscal year, the sum of \$100,000,000. Amounts appropriated to that account pursuant to the preceding sentence shall be available only for activi-

ties for the purpose of environmental restoration at military installations closed or realigned under title II of Public Law 100-526, as authorized under section 204(a)(3) of that title.

(b) EXCLUSIVE SOURCE OF FUNDING.—(1) Section 207 of Public Law 100-526 is amended by adding at the end the following:

[See section 207, post at p. 1824]

- (c) TASK FORCE REPORT.—(1) No later than 12 months after the date of the enactment of this Act, the Secretary of Defense shall submit to Congress a report containing the findings and recommendations of the task force established under paragraph (2) concerning—
 - (A) ways to improve interagency coordination, within existing laws, regulations, and administrative policies, of environmental response actions at military installations (or portions of installations) that are being closed, or are scheduled to be closed, pursuant to title II of the Defense Authorization Amendments and Base Closure and Realignment Act (Public Law 100-526); and
 - (B) ways to consolidate and streamline, within existing laws and regulations, the practices, policies, and administrative procedures of relevant Federal and State agencies with respect to such environmental response actions so as to enable those actions to be carried out more expeditiously.
- (2) There is hereby established an environmental response task force to make the findings and recommendations, and to prepare the report, required by paragraph (1). The task force shall consist of the following (or their designees):
 - (A) The Secretary of Defense, who shall be chairman of the task force.
 - (B) The Attorney General.
 - (C) The Administrator of the General Services Administration.
 - (D) The Administrator of the Environmental Protection Agency.
 - (E) The Chief of Engineers, Department of the Army.
 - (F) A representative of a State environmental protection agency, appointed by the head of the National Governors Association.

- (G) A representative of a State Attorney General's office, appointed by the head of the National Association of Attorney Generals.
- (H) A representative of a public-interest environmental organization, appointed by the Speaker of the House of Representatives.

SEC. 2924. COMMUNITY PREFERENCE CONSIDERATION IN CLOSURE AND REALIGNMENT OF MILITARY INSTALLATIONS

In any process of selecting any military installation inside the United States for closure or realignment, the Secretary of Defense shall take such steps as are necessary to assure that special consideration and emphasis is given to any official statement from a unit of general local government adjacent to or within a military installation requesting the closure or realignment of such installation.

SEC. 2925. RECOMMENDATIONS OF THE BASE CLOSURE COMMISSION

- (a) Norton Air Force Base.—(1) Consistent with the recommendations of the Commission on Base Realignment and Closure, the Secretary of the Air Force may not relocate, until after September 30, 1995, any of the functions that were being carried out at the ballistics missile office at Norton Air Force Base, California, on the date on which the Secretary of Defense transmitted a report to the Committees on Armed Services of the Senate and House of Representatives as described in section 202(a)(1) of Public Law 100-526.
- (2) This subsection shall take effect as of the date on which the report referred to in subsection (a) was transmitted to such Committees.
- **(b) GENERAL DIRECTIVE.**—Consistent with the requirements of section 201 of Public Law 100-526, the Secretary of Defense shall direct each of the Secretaries of the military departments to take all actions necessary to carry out the recommendations of the Commission on Base Realignment and Closure and to take no action that is inconsistent with such recommendations.

SEC. 2926. CONTRACTS FOR CERTAIN ENVIRONMENTAL RESTORATION ACTIVITIES

(a) ESTABLISHMENT OF MODEL PROGRAM.—Not later than 90 days after the date of enactment of this Act [Nov 5, 1990], the Secretary of Defense shall

- establish a model program to improve the efficiency and effectiveness of the base closure environmental restoration program.
- **(b) ADMINISTRATOR OF PROGRAM.**—The Secretary shall designate the Deputy Assistant Secretary of Defense for Environment as the Administrator of the model program referred to in subsection (a). The Deputy Assistant Secretary shall report to the Secretary of Defense through the Under Secretary of Defense for Acquisition.
- **(c) APPLICABILITY.**—This section shall apply to environmental restoration activities at installations selected by the Secretary pursuant to the provisions of subsection (d)(1).
- **(d) Program Requirements.**—In carrying out the model program, the Secretary of Defense shall:
- (1) Designate for the model program two installations under his jurisdiction that have been designated for closure pursuant to the Defense Authorization Amendments and Base Closure and Realignment Act (Public Law 100-526) and for which preliminary assessments, site inspections, and Environmental Impact Statements required by law or regulation have been completed. The Secretary shall designate only those installations which have satisfied the requirements of section 204 of the Defense Authorization Amendments and Base Closure and Realignment Act (Public Law 100-526).
- (2) Compile a prequalification list of prospective contractors for solicitation and negotiation in accordance with the procedures set forth in title IX of the Federal Property and Administrative Services Act (Public Law 92-582; 40 U.S.C. 541 et seq., as amended). Such contractors shall satisfy all applicable statutory and regulatory requirements. In addition, the contractor selected for one of the two installations under this program shall indemnify the Federal Government against all liabilities, claims, penalties, costs, and damages caused by (A) the contractor's breach of any term or provision of the contract; and (B) any negligent or willful act or omission of the contractor, its employees, or its subcontractors in the performance of the contract.
- (3) Within 180 days after the date of enactment of this Act, solicit proposals from qualified contractors for response action (as defined under section 101 of the Comprehensive Environmental Response, Compensation, and Liability Act of 1980

- (42 U.S.C. 9601)) at the installations designated under paragraph (1). Such solicitations and proposals shall include the following:
- (A) Proposals to perform response action. Such proposals shall include provisions for receiving the necessary authorizations or approvals of the response action by appropriate Federal, State, or local agencies.
- (B) To the maximum extent possible, provisions offered by single prime contractors to perform all phases of the response action, using performance specifications supplied by the Secretary of Defense and including any safeguards the Secretary deems essential to avoid conflict of interest.
- (4) Evaluate bids on the basis of price and other evaluation criteria.
- (5) Subject to the availability of authorized and appropriated funds to the Department of Defense, make contract awards for response action within 120 days after the solicitation of proposals pursuant to paragraph (3) for the response action, or within 120 days after receipt of the necessary authorizations or approvals of the response action by appropriate Federal, State, or local agencies, whichever is later.
- **(e) APPLICATION OF SECTION 120 OF CERCLA.**—Activities of the model program shall be carried out subject to, and in a manner consistent with, section 120 (relating to Federal facilities) of the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (42 U.S.C. 9620).
- **(f) EXPEDITED AGREEMENTS.**—The Secretary shall, with the concurrence of the Administrator of the Environmental Protection Agency, assure compliance with all applicable Federal statutes and regulations and, in addition, take all reasonable and appropriate measures to expedite all necessary administrative decisions, agreements, and concurrences.
- **(g) REPORT.**—The Secretary of Defense shall include a description of the progress made during the preceding fiscal year in implementing and accomplishing the goals of this section within the annual report to Congress required by section 2706 of title 10, United States Code.

(h) APPLICABILITY OF EXISTING LAW.—Nothing in this section affects or modifies, in any way, the obligations or liability of any person under other Federal or State law, including common law, with respect to the disposal or release of hazardous substances or pollutants or contaminants as defined under section 101 of the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (42 U.S.C. 9601).

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APPENDIX G FORCE STRUCTURE PLAN

This appendix is taken verbatim from the Department of Defense Base Closure and Realignment Report, March 1995.

BACKGROUND

Public Law 101-510 requires the Secretary of Defense to submit to the Congress and the Commission a force structure plan for fiscal years 1995 through 2001. The force structure plan which follows incorporates an assessment by the Secretary of the probable threats to the national security during the fiscal year 1995 through 2001 period, and takes into account the anticipated levels of funding for this period. The plan comprises three sections:

- The military threat assessment,
- The need for overseas basing, and
- The force structure, including the implementation plan.

The force structure plan is classified SECRET. What follows is the UNCLASSIFIED version of the plan.

SECTION I: MILITARY THREAT ASSESSMENT

The vital interests of the United States will be threatened by regional crises between historic antagonists, such as North and South Korea, India and Pakistan, and the Middle East/Persian Gulf states. Also the collapse of political order as a result of ethnic enmities in areas such as Somalia and the former Yugoslavia will prompt international efforts to contain violence, halt the loss of life and the destruction of property, and re-establish civil society. The future world military situation will be characterized by regional actors with modern destructive weaponry, including chemical and biological weapons, modern ballistic missiles, and, in some cases, nuclear weapons. The acceleration of regional strife caused by frustrated ethnic and nationalistic aspirations will increase the pressure on the United States to contribute military forces to international peacekeeping/enforcement and humanitarian relief efforts.

The United States faces three types of conflict in the coming years: deliberate attacks on U.S. allies or vital interests; the escalation of regional conflicts that eventually threaten U.S. allies or vital interests; and conflicts that do not directly threaten vital interests, but whose costs in the lives of innocents demand an international response in which the United States will play a leading role.

ACROSS THE ATLANTIC

The Balkans and parts of the former Soviet Union will be a source of major crises in the coming years as political-ethnic-religious antagonisms weaken fragile post-Cold War institutions. These countries may resort to arms to protect narrow political-ethnic interests or maximize their power vis-à-vis their rivals. The presence of vast stores of conventional weapons and ammunition greatly increases the potential for these local conflicts to spread. Attempts by former Soviet republics to transform into democratic states with market economies and stable national boundaries may prove too difficult or too costly, and could result in a reassertion of authoritarianism, economic collapse, and civil war.

In the Middle East, competition for political influence and natural resources (i.e., water and oil), along with weak economies, Islamic fundamentalism, and demographic pressures will contribute to deteriorating living standards and encourage social unrest.

The major threat of military aggression or subversion in the Persian Gulf region may well emanate from Iran. Iran will find its principal leverage in subversion, propaganda, and in threats and military posturing below the threshold that would precipitate U.S. intervention.

Iraq will continue to be a major concern for the region and the world. By the turn of the century, Iraq could pose a renewed regional threat depending

on what sanctions remain in place and what success Iraq has in circumventing them. Iraq continues to constitute a residual threat to some Gulf states, particularly Kuwait.

ACROSS THE PACIFIC

The security environment in most of Asia risks becoming unstable as nations reorient their defense policies to adapt to the end of the Cold War, the collapse of the Soviet empire, the breakup of the former Soviet Union, and the lessons of the Persian Gulf War. Political and economic pressures upon Communist or authoritarian regimes may lead to greater instability and violence.

Our most active regional security concern in Asia remains the military threat posed by North Korea to our treaty ally, the Republic of Korea. Our concerns are intensified by North Korea's efforts to develop weapons of mass destruction and the associated delivery systems.

China's military modernization efforts of the last two decades will produce a smaller but more capable military with modern combat aircraft, including the Su-27 FLANKER. By the end of the decade China will also have improved strategic nuclear forces.

Japan's major security concerns will focus primarily on the potential emergence of a reunified Korea armed with nuclear weapons, on the expanding Chinese naval threat, and on the possibility of a nationalistic Russia.

In South Asia, the principal threat to U.S. security will remain the potential of renewed conflict between India and Pakistan. The conventional capabilities of both countries probably will be eroded by severe budget pressures, internal security obligations, and the loss of Superpower benefactors.

THE REST OF THE WORLD

This broad characterization covers regions not addressed above and is not intended to either diminish or denigrate the importance of U.S. interests, friends, and allies in areas beyond Europe and the Pacific.

In Latin America, democratic foundations remain unstable and the democratization process will remain vulnerable to a wide variety of influences and factors that could easily derail it. Virtually every country in the region will be victimized by drug-associated violence and crime.

In Africa, chronic instability, insurgency, and civil war will continue throughout the continent. Two major kinds of security issues will dominate U.S. relations with the region: noncombatant evacuation and conflict resolution. Operations most likely to draw the U.S. military into the continent include disaster relief, humanitarian assistance, international peacekeeping, and logistic support for allied military operations. Further, conflict resolution efforts will test the growing reputation of the United States for negotiation and mediation.

Direct threats to U.S. allies or vital interests that would require a significant military response in the near-future are those posed by North Korea, Iran, and Iraq. More numerous, however, are those regional conflicts that would quickly escalate to threaten vital U.S. interests in southeastern Europe, Asia, the Middle East, Africa, and Latin America. These conflicts would pose unique demands on the ability of U.S. Armed Forces to maintain stability and provide the environment for political solutions. Finally, there will be a large number of contingencies in which the sheer magnitude of human suffering and moral outrage demands a U.S. response, probably in concert with the United Nations.

SECTION II: IUSTIFICATION FOR OVERSEAS BASING

Although we have reduced overseas presence forces, we nevertheless will continue to emphasize the fundamental role of mobile, combat-ready forces in deterring aggression by demonstrating our commitment to democratic allies and friends, and promoting regional stability through cooperation and constructive interaction. This is achieved through peacetime engagement, conflict prevention, and fighting to win. Overseas presence activities such as combined exercises, port visits, military-to-military contacts, security assistance, combating terrorism and drug trafficking, and protecting American citizens in crisis areas will remain central to our strategy. U.S. influence will be promoted through continuing these overseas operations.

Over the past 50 years, the day-to-day presence of U.S. forces in regions of geostrategic importance to U.S. national interests has been key to averting crises and preventing war. Our forces throughout the world show our commitment, lend credibility to our alliances. enhance regional stability, and

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provide crises response capability while promoting U.S. influence and access. Although the number of U.S. forces stationed overseas has been significantly reduced, the credibility of our capability and intent to respond to any crisis will continue to depend on judicious overseas presence. Overseas presence is also vital to the maintenance of the collective defense system by which the U.S. works with its friends and allies to protect our mutual security interests while reducing the burdens of defense spending and unnecessary arms competition.

EUROPE, MIDDLE EAST, SOUTHWEST ASIA

U.S. interests in Europe, the Mediterranean, the Middle East, Africa, and Southwest Asia, require continuing commitment. We must maintain forces, forward stationed and rotational, with the capability for rapid reinforcement from within the Atlantic region and from the United States when needed.

The end of the Cold War significantly reduced the requirement to station U.S. forces in Europe. Yet, the security of the United States and of Europe remain linked, and continued support of the evolving Atlantic Alliance is crucial. Our long-term stake in European security and stability, as well as enduring economic, cultural, and geopolitical interests require a continued commitment of U.S. military strength.

Our overseas presence forces in Europe must be sized, designed, and postured to preserve U.S. influence and leadership in the Atlantic Alliance and in the future security framework on the continent. The remaining force is a direct response to the uncertainty and instability that remains in this region. Forward-deployed forces provide an explicit and visible commitment to the security and stability of Europe. Pre-positioned and afloat equipment supports rapid reintroduction of CONUS-based forces should the need arise in Europe or elsewhere.

Persistent Iraqi challenges to Persian Gulf security provide a solid grounding for continued U.S. presence in the region. Air, ground, and maritime deployments, coupled with pre-positioning, combined exercises, security assistance, and infrastructure, supported by a European and regional enroute strategic airlift infrastructure, greatly enhanced our recent crisis-response force buildup. Our future commitment will include rotational

deployments of battalion-sized maneuver forces, land-based tactical aviation units, and five surface combatants, reinforced by pre-positioned and afloat equipment, access agreements, bilateral planning, periodic exercises, deployments of Carrier Battle Groups (CVBGs), Amphibious Ready Groups (ARGs), and Marine Expeditionary Units (Special Operations Capable) (MEUs(SOC)), visits by senior officials, and security assistance.

PACIFIC FORCES

U.S. interests in the Pacific, including Southeast Asia and the Indian Ocean, also require a continuing commitment. As Asia continues its economic and political development, U.S. overseas presence will continue to serve as a stabilizing influence and a restraint on potential regional aggression and rearmament.

A strong U.S. naval and land-based presence is designed to buttress our interests in the region. A carrier and amphibious force, including 1(+) CVBG and one Marine Expeditionary Force with one MEU(SOC) will be forward-based in this region. One Army division, less one brigade, with supporting Combat Support (CS)/Combat Service Support (CSS) elements, and one Air Force Fighter Wing Equivalent (FWE) in South Korea and 1(+) FWE in Japan are forward-based in this region. In addition, presence in both Alaska and Hawaii will be maintained.

ELSEWHERE IN THE WORLD

In the less-predictable yet increasingly important other regions of the globe, the United States seeks to preserve its access to foreign markets and resources, mediate the traumas of economic and social strife, deter regional aggressors, and promote the regional stability necessary for progress and prosperity. From Latin America to sub-Saharan Africa to the far-flung islands of the world's oceans, American military men and women contribute daily to the unsung tasks of nation-building, security assistance, and quiet diplomacy that protect and extend our political goodwill and access to foreign markets. Such access becomes increasingly critical in an era of reduced overseas presence, when forces deploying from the United States are more than ever dependent on enroute and hostnation support to ensure timely response to distant crises. In the future, maintaining overseas presence through combined planning exercises,

FORCE STRUCTURE PLAN G-3

pre-positioning and service agreements, combined warfighting doctrine, and interoperability could spell the difference between success and failure in defending important regional interests.

CONTINGENCY FORCES

U.S. strategy for the come-as-you-are arena of spontaneous, often unpredictable, crises requires fully trained, highly ready forces that are rapidly deliverable and initially self-sufficient. In regions where no U.S. overseas presence exists, these contingency forces are the tip of the spear, first into action, and followed if necessary by heavier forces and long-term sustainment. Therefore, such forces must be drawn primarily from the active force structure and tailored into highly effective joint task forces that capitalize on the unique capabilities of each Service and in the special operations forces. In this regard, the CINCs must have the opportunity to select from a broad spectrum of capabilities such as: airborne, air assault, light infantry, and rapidly deliverable armor and mechanized infantry forces from the Army; the entire range of fighter, fighter-bomber, and longrange conventional bomber forces provided by the Air Force; carrier-based naval air power, the striking capability of surface combatants, and the covert capabilities of attack submarines from the Navy; the amphibious combat power and rapid response Maritime Prepositioning Forces of the Marine Corps, which includes on-station MEU(SOC)s; and the unique capabilities of special operations forces. Additionally, certain reserve units must be maintained at high readiness to assist and augment responding active units. Reserve forces perform much of the lift and other vital missions from the outset of any contingency operation.

SECTION III:

THE FORCE STRUCTURE AND IMPLEMENTATION PLAN

	FY 94	FY 97	FY 99	
ARMY DIVISIONS Active Reserve	13 8	10	10 8	
MARINE CORPS DIVISI	ONS			
Active Reserve	3	3 1	3 1	
AIRCRAFT CARRIERS	12	11	11	
RESERVE CARRIERS	-	1	1	
CARRIER AIR WINGS Active Reserve	11 2	10 1	10 1	
BATTLE FORCE SHIPS	387	363	344	
AIR FORCE FIGHTERS Active Reserve	978 795	936 504	936 504	
AIR FORCE BOMBERS Active Reserve	139 12	104 22	103 26	

DoD PERSONNEL

(End Strength in thousands)

	FY 94	FY 97	FY 99
ACTIVE DUTY			
Army	543	495	495
Navy	468	408	394
Marine Corps	174	174	174
Air Force	426	385	382
TOTAL	1,611	1,462	1,445
RESERVES AND NATIONAL GUARD	997	904	893
CIVILIANS	913	799	759

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APPENDIX H FINAL SELECTION CRITERIA

MILITARY VALUE

(Given overall priority consideration)

- 1. The current and future mission requirements and the impact on operational readiness of the Department of Defense's total force.
- 2. The availability and condition of land, facilities, and associated airspace at both the existing and potential receiving locations.
- The ability to accommodate contingency, mobilization, and future total force requirements at both the existing and potential receiving locations.
- 4. The cost and manpower implications.

RETURN ON INVESTMENT

5. The extent and timing of potential costs and savings, including the number of years, beginning with the date of completion of the closure or realignment, for the savings to exceed the costs.

IMPACTS

- 6. The economic impact on communities.
- 7. The ability of both the existing and potential receiving communities' infrastructure to support forces, missions, and personnel.
- 8. The environmental impact.

APPENDIX I SECRETARY OF DEFENSE'S BASE CLOSURE AND REALIGNMENT RECOMMENDATIONS

1995 DoD Recommendations

Part I: Major Base Closures

DEPARTMENT OF THE ARMY

Fort McClellan, AL
Fort Chaffee, AR
Fitzsimons Army Medical Center, CO
Price Support Center, IL
Savanna Army Depot Activity, IL
Fort Ritchie, MD
Selfridge Army Garrison, MI
Bayonne Military Ocean Terminal, NJ
Seneca Army Depot, NY
Fort Indiantown Gap, PA
Red River Army Depot, TX
Fort Pickett, VA

DEPARTMENT OF THE NAVY

Naval Air Facility, Adak, AK
Naval Shipyard, Long Beach, CA
Ship Repair Facility, GU
Naval Air Warfare Center, Aircraft Division,
Indianapolis, IN
Naval Surface Warfare Center, Crane Division
Detachment, Louisville, KY
Naval Surface Warfare Center, Dahlgren Division
Detachment, White Oak, MD
Naval Air Station, South Weymouth, MA
Naval Air Station, Meridian, MS
Naval Air Warfare Center, Aircraft Division,
Lakehurst, NJ
Naval Air Warfare Center, Aircraft Division,
Warminster, PA

DEPARTMENT OF THE AIR FORCE

North Highlands Air Guard Station, CA Ontario International Airport Air Guard Station, CA Rome Laboratory, Rome, NY Roslyn Air Guard Station, NY Springfield-Beckley MAP, Air Guard Station, OH Greater Pittsburgh IAP Air Reserve Station, PA Bergstrom Air Reserve Base, TX Brooks Air Force Base, TX Reese Air Force Base, TX

DEFENSE LOGISTICS AGENCY

Defense Distribution Depot Memphis, TN Defense Distribution Depot Ogden, UT

Part II: Major Base Realignments

DEPARTMENT OF THE ARMY

Fort Greely, AK
Fort Hunter Liggett, CA
Sierra Army Depot, CA
Fort Meade, MD
Detroit Arsenal, MI
Fort Dix, NJ
Fort Hamilton, NY
Charles E. Kelly Support Center, PA
Letterkenny Army Depot, PA
Fort Buchanan, PR
Dugway Proving Ground, UT
Fort Lee, VA

DEPARTMENT OF THE NAVY

Naval Air Station, Key West, FL Naval Activities, GU Naval Air Station, Corpus Christi, TX Naval Undersea Warfare Center, Keyport, WA

DEPARTMENT OF THE AIR FORCE

McClellan Air Force Base, CA Onizuka Air Station, CA Eglin Air Force Base, FL Robins Air Force Base, GA Malmstrom Air Force Base, MT Kirtland Air Force Base, NM Grand Forks Air Force Base, ND Tinker Air Force Base, OK Kelly Air Force Base, TX Hill Air Force Base, UT

Part III: Smaller Base or Activity Closures, Realignments, Disestablishments or Relocations

DEPARTMENT OF THE ARMY

Branch U.S. Disciplinary Barracks, CA East Fort Baker, CA Rio Vista Army Reserve Center, CA Stratford Army Engine Plant, CT Big Coppett Key, FL Concepts Analysis Agency, MD Publications Distribution Center Baltimore, MD Hingham Cohasset, MA Sudbury Training Annex, MA Aviation-Troop Command (ATCOM), MO Fort Missoula, MT Camp Kilmer, NJ Caven Point Reserve Center, NJ Camp Pedricktown, NJ Bellmore Logistics Activity, NY Fort Totten, NY Recreation Center #2, Fayetteville, NC Information Systems Software Center (ISSC), VA Camp Bonneville, WA Valley Grove Area Maintenance Support Activity (AMSA). WV

DEPARTMENT OF THE NAVY

Naval Command, Control and Ocean Surveillance
Center, In-Service Engineering West Coast
Division, San Diego, CA
Naval Health Research Center, San Diego, CA
Naval Personnel Research and Development
Center, San Diego, CA
Supervisor of Shipbuilding, Conversion and
Repair, USN, Long Beach, CA
Naval Undersea Warfare Center-Newport Division,
New London Detachment, New London, CT
Naval Research Laboratory, Underwater Sound
Reference Detachment, Orlando, FL

Fleet and Industrial Supply Center, GU

Naval Biodynamics Laboratory, New Orleans, LA Naval Medical Research Institute, Bethesda, MD Naval Surface Warfare Center, Carderock Division Detachment, Annapolis, MD

Naval Technical Training Center, Meridian, MS Naval Aviation Engineering Support Unit, Philadelphia, PA

Naval Air Technical Services Facility, Philadelphia, PA

Naval Air Warfare Center, Aircraft Division, Open Water Test Facility, Oreland, PA Naval Command, Control and Ocean Surveillance

Center, RDT&E Division Detachment, Warminster, PA

Fleet and Industrial Supply Center, Charleston, SC Naval Command, Control and Ocean Surveillance Center, In-Service Engineering East Coast Detachment, Norfolk, VA

Naval Information Systems Management Center, Arlington, VA

Naval Management Systems Support Office, Chesapeake, VA

NAVY/MARINE RESERVE ACTIVITIES

Naval Reserve Centers at:

Huntsville, AL

Stockton, CA

Santa Ana, Irvine, CA

Pomona, CA

Cadillac, MI

Staten Island, NY

Laredo, TX

Shebovgan, WI

Naval Air Reserve Center at: Olathe, KS

Naval Reserve Readiness Commands at: New Orleans, LA (Region 10) Charleston, SC (Region 7)

DEPARTMENT OF THE AIR FORCE

Moffett Federal Airfield AGS, CA Real-Time Digitally Controlled Analyzer Processor Activity, Buffalo, NY Air Force Electronic Warfare Evaluation Simulator Activity, Fort Worth, TX

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DEFENSE LOGISTICS AGENCY

Defense Contract Management District South,
Marietta, GA
Defense Contract Management Command
International, Dayton, OH
Defense Distribution Depot Columbus, OH
Defense Distribution Depot Letterkenny, PA
Defense Industrial Supply Center Philadelphia, PA
Defense Distribution Depot Red River, TX

DEFENSE INVESTIGATIVE SERVICE

Investigations Control and Automation Directorate, Fort Holabird, MD

Part IV: Changes to Previously Approved BRAC Recommendations

DEPARTMENT OF THE ARMY

Army Bio-Medical Research Laboratory, Fort Detrick, MD

DEPARTMENT OF THE NAVY

Marine Corps Air Station, El Toro, CA Marine Corps Air Station, Tustin, CA Naval Air Station Alameda, CA Naval Recruiting District, San Diego, CA Naval Training Center, San Diego, CA Naval Air Station, Cecil Field, FL Naval Aviation Depot, Pensacola, FL Navy Nuclear Power Propulsion Training Center, Naval Training Center, Orlando, FL Naval Training Center Orlando, FL Naval Air Station, Agana, GU Naval Air Station, Barbers Point, HI Naval Air Facility, Detroit, MI Naval Shipyard, Norfolk Detachment, Philadelphia, PA Naval Sea Systems Command, Arlington, VA Office of Naval Research, Arlington, VA Space and Naval Warfare Systems Command, Arlington, VA Naval Recruiting Command, Washington, DC Naval Security Group Command Detachment Potomac, Washington, DC

DEPARTMENT OF THE AIR FORCE

Williams Air Force Base, AZ
Lowry Air Force Base, CO
Homestead Air Force Base, FL
(301st Rescue Squadron)
Homestead Air Force Base, FL
(726th Air Control Squadron)
MacDill Air Force Base, FL
Griffiss Air Force Base, NY (Airfield Support for 10th Infantry [Light] Division)
Griffiss Air Force Base, NY
(485th Engineering Installation Group)

DEFENSE LOGISTICS AGENCY

Defense Contract Management District West, El Segundo, CA

1993 DoD Recommendations

Part I: Major Base Closures

DEPARTMENT OF THE ARMY

Fort McClellan, AL Vint Hill Farms, VA

DEPARTMENT OF THE NAVY

Naval Station Mobile, AL Mare Island Naval Shipyard, Vallejo, CA Marine Corps Air Station El Toro, CA Naval Air Station Alameda, CA Naval Aviation Depot Alameda, CA Naval Hospital Oakland, CA

Naval Station Treasure Island, San Francisco, CA

Naval Supply Center Oakland, CA Naval Training Center San Diego, CA

Naval Air Station Cecil Field, FL

Naval Aviation Depot Pensacola, FL

Naval Training Center Orlando, FL

Naval Air Station Barbers Point, HI

Naval Air Station Glenview, IL

Naval Electronic Systems Engineering Center,

St. Inigoes, MD

Naval Air Station Meridian, MS

Naval Air Station South Weymouth, MA

Naval Station Staten Island, NY

Aviation Supply Office, Philadelphia, PA

Charleston Naval Shipyard, SC

Naval Station Charleston, SC

Naval Air Station Dallas, TX

Naval Aviation Depot Norfolk, VA

DEPARTMENT OF THE AIR FORCE

Homestead Air Force Base, FL K.I. Sawyer Air Force Base, MI Newark Air Force Base, OH O'Hare International Airport Air Force Reserve Station, Chicago, IL

DEFENSE LOGISTICS AGENCY

Defense Electronics Supply Center, Dayton, OH Defense Personnel Support Center, Philadelphia, PA

Part II: Major Base Realignments

DEPARTMENT OF THE ARMY

Fort Monmouth, NJ Letterkenny Army Depot, PA Tooele Army Depot, UT Fort Belvoir, VA

DEPARTMENT OF THE NAVY

Naval Submarine Base, New London, CT
Naval Surface Warfare Center, Dahlgren White
Oak Detachment, White Oak, MD
1st Marine Corps District, Garden City, NY
Naval Education and Training Center, Newport, RI
Naval Air Station Memphis, TN

DEPARTMENT OF THE AIR FORCE

March Air Force Base, CA McGuire Air Force Base, NJ Griffiss Air Force Base, NY

Part III: Smaller Base or Activity Closures, Realignments, Disestablishments or Relocations

DEPARTMENT OF THE ARMY

None

DEPARTMENT OF THE NAVY

Naval Civil Engineering Laboratory,
Port Hueneme, CA

Naval Facilities Engineering Command,
Western Engineering Field Division,
San Bruno, CA

Planning, Estimating, Repair and Alterations
(Surface) Pacific, San Francisco, CA

Public Works Center San Francisco, CA

Naval Electronic Security Systems Engineering
Center, Washington, DC

Naval Hospital Orlando, FL

Naval Supply Center Pensacola, FL

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Naval Surface Warfare Center, Carderock, Annapolis Detachment, Annapolis, MD Navy Radio Transmission Facility, Annapolis, MD Sea Automated Data Systems Activity, Indian Head, MD Naval Air Facility Detroit, MI Naval Air Facility, Midway Island Submarine Maintenance, Engineering, Planning, and Procurement, Portsmouth, NH Naval Air Warfare Center, Aircraft Division, Trenton, NI Department of Defense Family Housing Office, Niagara Falls, NY Naval Air Technical Services Facility, Philadelphia, PA Planning, Estimating, Repair and Alterations (Surface) Atlantic (HQ), Philadelphia, PA Naval Electronic Systems Engineering Center, Charleston, SC Naval Hospital Charleston, SC Naval Supply Center Charleston, SC Naval Surface Warfare Center, Port Hueneme, Virginia Beach Detachment, Virginia Beach, VA Navy Radio Transmission Facility, Driver, VA Naval Undersea Warfare Center, Norfolk Detachment, Norfolk, VA Planning, Estimating, Repair and Alterations (Surface) Atlantic, Norfolk, VA Planning, Estimating, Repair and Alterations (CV), Bremerton, WA

NAVY NATIONAL CAPITAL REGION (NCR) ACTIVITIES

Bureau of Navy Personnel, Arlington, VA
(Including the Office of Military Manpower
Management, Arlington, VA)
Naval Air Systems Command, Arlington, VA
Naval Facilities Engineering Command,
Alexandria, VA
Naval Recruiting Command, Arlington, VA
Naval Sea Systems Command, Arlington, VA
Naval Supply Systems Command, Arlington, VA
(Including Defense Printing Office, Alexandria,
VA and Food Systems Office, Arlington, VA)
Security Group Command, Security Group Station,
and Security Group Detachment, Potomac,
Washington, DC
Tactical Support Office, Arlington, VA

NAVY/MARINE RESERVE ACTIVITIES

Naval Reserve Centers at: Gadsden, AL Montgomery, AL Fayetteville, AR Fort Smith, AR Pacific Grove, CA Macon, GA Terre Haute, IN Hutchinson, KS Monroe, LA New Bedford, MA Pittsfield, MA Joplin, MO St. Joseph, MO Great Falls, MT Missoula, MT Atlantic City, NJ Perth Amboy, NJ Jamestown, NY Poughkeepsie, NY Altoona, PA Kingsport, TN Memphis, TN Ogden, UT Staunton, VA Parkersburg, WV

Naval Reserve Facilities at: Alexandria, LA Midland, TX

Navy/Marine Corps Reserve Centers at: Fort Wayne, IN Billings, MT Abilene, TX

Readiness Command Regions at: Olathe, KS (Region 18) Scotia, NY (Region 2) Ravenna, OH (Region 5)

DEFENSE LOGISTICS AGENCY

Defense Industrial Supply Center, Philadelphia, PA Defense Contract Management District Midatlantic, Philadelphia, PA Defense Contract Management District Northcentral, Chicago, IL Defense Contract Management District West, El Segundo, CA

Defense Distribution Depot Charleston, SC

Defense Distribution Depot Letterkenny, PA

Defense Distribution Depot Oakland, CA

Defense Distribution Depot Pensacola, FL

Defense Distribution Depot Tooele, UT

Defense Logistics Agency Clothing Factory, Philadelphia, PA

Defense Logistics Services Center, Battle Creek, MI

Defense Reutilization and Marketing Service,

Battle Creek, MI

DoD Data Center Consolidation

ARMY DATA PROCESSING CENTERS

None

NAVY DATA PROCESSING CENTERS

Aviation Supply Office, Philadelphia, PA Bureau of Naval Personnel, Washington, DC Enlisted Personnel Management Center, New Orleans, LA

Facilities Systems Office, Port Hueneme, CA Fleet Industrial Support Center, San Diego, CA

Naval Air Station, Brunswick, ME

Naval Air Station, Key West, FL

Naval Air Station, Mayport, FL

Naval Air Station, Oceana, VA

Naval Air Station, Whidbey Island, WA

Naval Air Warfare Center, Aircraft Division, Patuxent River, MD

Naval Air Warfare Center, Weapons Division, China Lake, CA

Naval Air Warfare Center, Weapons Division, Point Mugu, CA

Naval Command Control & Ocean Surveillance Center, San Diego, CA

Naval Computer & Telecommunications Area Master Station, Atlantic, Norfolk, VA

Naval Computer & Telecommunications Area Master Station, EASTPAC, Pearl Harbor, HI

Naval Computer & Telecommunications Station, San Diego, CA

Naval Computer & Telecommunications Station, New Orleans, LA

Naval Computer & Telecommunications Station, Pensacola, FL

Naval Computer & Telecommunications Station, Washington, DC

Navy Data Automation Facility, Corpus Christi, TX

Navy Recruiting Command, Arlington, VA

Navy Regional Data Automation Center, San Francisco, CA

Naval Supply Center, Charleston, SC

Naval Supply Center, Norfolk, VA

Naval Supply Center, Pearl Harbor, HI

Naval Supply Center, Puget Sound, WA

Trident Refit Facility, Bangor, WA

Trident Refit Facility, Kings Bay, GA

MARINE CORPS DATA PROCESSING CENTERS

Marine Corps Air Station, El Toro, CA Regional Automated Services Center, Camp

Pendleton, CA

Regional Automated Services Center, Camp Lejeune, NC

Marine Corps Air Station, Cherry Point, NC

AIR FORCE DATA PROCESSING CENTERS

Regional Processing Center, McClellan AFB, CA Air Force Military Personnel Center, Randolph AFB, TX

Computer Service Center, San Antonio, TX 7th Communications Group, Pentagon, Arlington, VA

DEFENSE LOGISTICS AGENCY DATA PROCESSING CENTERS

Information Processing Center, Battle Creek, MI Information Processing Center, Philadelphia, PA Information Processing Center, Ogden, UT Information Processing Center, Richmond, VA

DEFENSE INFORMATION SYSTEMS AGENCY (DISA) DATA PROCESSING CENTERS

Defense Information Technology Service Organization, Indianapolis Information Processing Center, IN

Defense Information Technology Service Organization, Kansas City Information Processing Center, MO

Defense Information Technology Service Organization, Columbus Annex Dayton, OH

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Part IV: Changes to Previously Approved BRAC 88/91 Recommendations

DEPARTMENT OF THE ARMY

Rock Island Arsenal, IL

(AMCCOM remains at Rock Island, IL
instead of moving to Redstone Arsenal, AL)
Presidio of San Francisco, CA
(6th Army relocates to NASA Ames, CA
vice Fort Carson, CO)
Letterkenny Army Depot, PA
(Systems Integration Management Activity—
East remains at Letterkenny Army Depot, PA

DEPARTMENT OF THE NAVY

vice Rock Island, IL)

Hunters Point Annex to Naval Station Treasure Island, CA (Retain no facilities, dispose/outlease all property)

Marine Corps Air Station Tustin, CA
(Substitute Naval Air Station Miramar for Marine
Corps Air Station 29 Palms as one receiver of
Marine Corps Air Station Tustin's assets)

Naval Electronics Systems Engineering Center, San Diego, CA (Consolidate with Naval Electronics Systems Engineering Center, Vallejo, CA into available Air Force space vice new construction)

Naval Mine Warfare Engineering Activity,
Yorktown, VA
(Realign to Panama City, FL vice Dam Neck, VA)
Naval Weapons Evaluation Facility,
Albuquerque, NM

DEPARTMENT OF THE AIR FORCE

(Retain as a tenant of the Air Force)

Castle Air Force Base, CA

(B-52 Combat Crew Training redirected from Fairchild AFB to Barksdale AFB and KC-135 Combat Crew Training from Fairchild AFB to Altus AFB)

Mather Air Force Base, CA

(940th Air Refueling Group redirected from McClellan AFB to Beale AFB)

MacDill Air Force Base, FL

(Airfield does not close. 482nd Fighter Wing
[AFRES] is reassigned from Homestead AFB and
operates the airfield. Joint Communications
Support Element stays at MacDill AFB vice
relocating to Charleston AFB)

Chanute Air Force Base, IL

(Metals Technology and Aircraft Structural

Maintenance training courses from Chanute

AFB to Sheppard AFB redirected to NAS

Memphis)

Rickenbacker Air National Guard Base, OH
(Retain 121st Air Refueling Wing and the
160th Air Refueling Group in a cantonment
area at Rickenbacker ANGB instead of WrightPatterson AFB and operate as tenants of the
Rickenbacker Port Authority (RPA) on the
RPA's airport.)

Bergstrom Air Force Base, TX (704th Fighter Squadron and 924th Fighter Group redirected from Bergstrom AFB to Carswell AFB cantonment area)

Carswell Air Force Base, TX
(Fabrication function of the 436th Training Squadron redirected from Dyess AFB to Luke AFB, maintenance training function redirected from Dyess AFB to Hill AFB)

1991 DoD Recommendations

Recommended Closures

DEPARTMENT OF THE ARMY

Fort Benjamin Harrison, IN
Fort Chaffee, AR
Fort Devens, MA
Fort Dix, NJ
Fort McClellan, AL
Ford Ord, CA
Sacramento Army Depot, CA

Harry Diamond Lab

Woodbridge Research Facility, VA

DEPARTMENT OF THE NAVY

Chase Field Naval Air Station, TX
Davisville Construction Battalion Center, RI
Hunters Point Annex, CA
Long Beach Naval Station, CA
Moffett Field Naval Air Station, CA
Orlando Naval Training Center, FL
Philadelphia Naval Shipyard, PA
Philadelphia Naval Station, PA
10 RDT&E, Engineering and Fleet
Support Activities
Sand Point (Puget Sound) Naval Station, WA
Tustin Marine Corps Air Station, CA
Whidbey Island Naval Air Station, WA

DEPARTMENT OF THE AIR FORCE

Bergstrom Air Force Base, TX
Carswell Air Force Base, TX
Castle Air Force Base, CA
Eaker Air Force Base, AR
England Air Force Base, LA
Grissom Air Force Base, IN
Loring Air Force Base, ME
Lowry Air Force Base, CO
Moody Air Force Base, GA
Myrtle Beach Air Force Base, SC
Richards-Gebaur Air Reserve Station, MO
Rickenbacker Air National Guard Base, OH
Williams Air Force Base, AZ
Wurtsmith Air Force Base, MI

Recommended Realignments

DEPARTMENT OF THE ARMY

Army Research Institute, Alexandria, VA
Aviation Systems Command/Troop Support
Command, St. Louis, MO
Fort Belvoir, VA
Fort Detrick, MD
Fort Monmouth, NJ
Fort Polk, LA
Harry Diamond Laboratories, MD
Letterkenny Army Depot, PA
Rock Island Arsenal, IL
White Sands Missile Range, NM

DEPARTMENT OF THE NAVY

Naval Air Facility, Midway Island 16 RDT&E Engineering and Fleet Support Activities

DEPARTMENT OF THE AIR FORCE

MacDill Air Force Base, FL

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APPENDIX J BASES ADDED BY THE COMMISSION FOR FURTHER CONSIDERATION 1995, 1993, & 1991

1995 Commission

36 Bases Added

9 Final Commission Recommendations

BASES ADDED FOR REALIGNMENT OR CLOSURE—32

DEPARTMENT OF THE ARMY (4)

Space and Strategic Defense Command, AL Oakland Army Base, CA (Close)
Fort Holabird, MD (Close)
Tobyhanna Army Depot, PA

DEPARTMENT OF THE NAVY (8)

Engineering Field Activity West, San Bruno, CA Fleet and Industrial Supply Center, Oakland, CA (Close)

Naval Air Warfare Center, Point Mugu, CA Naval Warfare Assessment Division, Corona, CA Supervisor of Shipbuilding, Conversion, and Repair, San Francisco, CA Naval Air Station Atlanta, GA **Public Works Center, GU (Realign)** Portsmouth Naval Shipyard, ME

DEPARTMENT OF THE AIR FORCE (10)

Chicago O'Hare IAP Air Reserve Station, IL (Close)

Minneapolis-St. Paul IAP Air Reserve Station, MN Columbus Air Force Base, MS Minot Air Force Base, ND Niagara Falls IAP Air Reserve Station, NY Youngstown-Warren MAP Air Reserve Station, OH Vance Air Force Base, OK Carswell Air Reserve Station, TX Laughlin Air Force Base, TX General Mitchell Air Reserve Station, WI

DEFENSE LOGISTICS AGENCY (6)

Defense Distribution Depot McClellan, CA (Disestablish)

Defense Distribution Depot Warner-Robins, GA
Defense Distribution Depot Oklahoma City, OK
Defense Distribution Depot Tobyhanna, PA **Defense Distribution Depot San Antonio, TX**(Disestablish)

Defense Distribution Depot Hill, UT

BASES ON THE SECRETARY'S LIST ADDED FOR FURTHER REALIGNMENT OR CLOSURE—4

DEPARTMENT OF THE ARMY (1)

Letterkenny Army Depot, PA

DEPARTMENT OF THE AIR FORCE (7)

Homestead Air Reserve Station, FL Grand Forks Air Force Base, ND Hill Air Force Base, UT McClellan Air Force Base, CA (Close) Robins Air Force Base, GA Tinker Air Force Base, OK Kelly Air Force Base, TX (Realign)

Bold face indicates a final Commission recommendation.

1993 Commission

72 Bases Added

17 Final Commission Recommendations

DEPARTMENT OF THE ARMY (11)

Anniston Army Depot, AL (Realign)

Army Information Processing Center, Huntsville, AL **Presidio of Monterey Annex, CA (Realign)**

Fort Gillem, GA

Fort McPherson, GA

Army Information Processing Center, Chambersburg, PA

Marcus Hook U.S. Army Reserve Center, PA

Tobyhanna Army Depot, PA (Realign) Red River Army Depot, TX (Realign)

Fort Lee, VA Fort Monroe, VA

DEPARTMENT OF THE NAVY (32)

Marine Corps Air Station Tustin, CA

Marine Corps Logistics Base Barstow, CA (Realign)

Naval Air Station Miramar, CA

Naval Aviation Depot North Island, CA

Naval Shipyard Long Beach, CA

Naval Weapons Station Seal Beach, CA (Realign)

Naval Aviation Depot Jacksonville, FL

Marine Corps Logistics Base Albany, GA

Naval Air Station Agana, GU (Close)

Naval Hospital Great Lakes, IL

Naval Training Center Great Lakes, IL

Naval Ordnance Station Louisville, KY

Naval Reserve Center Chicopee, MA (Close)

Naval Reserve Center Quincy, MA (Close)

Naval/Marine Corps Reserve Center Lawrence, MA (Close)

Naval Shipyard Portsmouth, ME/NH

Naval Station Pascagoula, MS

Naval Aviation Depot Cherry Point, NC

Naval/Marine Corps Air Facility Johnstown, PA (Close)

Ships Parts Control Center Mechanicsburg, PA

Marine Corps Air Station Beaufort, SC

Naval Hospital Beaufort, SC

Naval Air Station Memphis, TN

Naval Hospital Millington, TN

Naval Air Station Corpus Christi, TX

Naval Hospital Corpus Christi, TX

Naval Station Ingleside, TX

Naval Air Station Oceana, VA

Bold face indicates a final Commission recommendation.

Naval Electronics Systems Engineering Center Portsmouth, VA

Naval Shipyard Norfolk, VA

Naval Station Everett, WA

Naval Air Facility Martinsburg, WV (Close)

DEPARTMENT OF THE AIR FORCE (16)

Defense Distribution Depot McClellan, CA

McClellan Air Force Base, CA

Defense Distribution Depot Warner-Robins, GA

Regional Processing Center Warner-Robins Air

Force Base, GA

Warner-Robins Air Force Base, GA

Grand Forks Air Force Base, ND

Plattsburgh Air Force Base, NY (Close) Gentile Air Force Station, OH (Close)

Defense Distribution Depot Oklahoma City, OK Regional Processing Center Tinker Air Force Base, OK

Tinker Air Force Base, OK

Defense Distribution Depot San Antonio, TX

Kelly Air Force Base, TX

Regional Processing Center Kelly Air Force Base, TX

Ogden Air Logistics Center, Hill Air Force Base, UT (Realign)

Fairchild Air Force Base, WA

DEFENSE LOGISTICS AGENCY (10)

Defense Contract Management District Northeast, MA

Defense Construction Supply Center Columbus, OH

Defense Distribution Depot Anniston, AL

Defense Distribution Depot Red River, TX

Defense Distribution Depot Barstow, CA

Defense Distribution Depot San Diego, CA

Defense Distribution Depot Jacksonville, FL

Defense Distribution Depot Albany, GA

Defense Distribution Depot Cherry Point, NC

Defense Distribution Depot Norfolk, VA

DEFENSE INFORMATION SYSTEMS AGENCY (3)

Defense Information Technology Services Organization Cleveland Information Processing Center, OH (Close)

Defense Information Technology Services Organization Columbus Information Processing Center, OH (Close)

Defense Information Technology Services Organization Denver Information Processing Center, CO

J-2 APPENDIX J

1991 Commission

35 Bases Added

1 Final Commission Recommendations

DEPARTMENT OF THE ARMY (10)

Army Corps of Engineers (Realign)

Fort Richardson, AK

Fort Drum, NY

Fort Hamilton, NY

Fort Totten, NY

Fort Indiantown Gap, PA

Fort Buchanan, PR

Fort A.P. Hill, VA

Fort Pickett, VA

Fort McCoy, WI

DEPARTMENT OF THE NAVY (19)

Naval Station Mobile, AL

Long Beach Naval Shipyard, CA

Marine Corps Logistics Base, Barstow, CA

Marine Corps Recruit Deport, San Diego, CA

Naval Station Staten Island, NY

Naval Station Treasure Island, CA

Naval Training Center San Diego, CA

Naval Aviation Depot, Jacksonville, FL

Naval Aviation Depot, Pensacola, FL

U.S. Marine Corps Logisitics Base, Albany, GA

Naval Air Station Agana, Guam

Naval Training Center Great Lakes, IL

Naval Air Station Meridian, MS

Naval Station Pascagoula, MS

Naval Air Station Kingsville, TX

Naval Station Ingleside, TX

Naval Aviation Depot, Norfolk, VA

Naval Station Everett, WA

Naval Electronic Systems Engineering Center,

Portsmouth, VA

DEPARTMENT OF THE AIR FORCE (6)

Homestead Air Force Base, FL

MacDill Air Force Base, FL

Mountain Home Air Force Base, ID

Griffiss Air Force Base, NY

Plattsburgh Air Force Base, NY

Goodfellow Air Force Base, TX

Bold face indicates a final Commission recommendation.

APPENDIX K REDIRECTS: CHANGES TO PREVIOUSLY APPROVED COMMISSION RECOMMENDATIONS

Once approved by the President and Congress, the Defense Base Closure and Realignment Commission's (DBCRC) recommendations have the force of law. Changes to any of the preceding Commission recommendations can only be accomplished by a subsequent Commission action, or by a direct Act of Congress. During the 1991 round, there were nine approved changes to previous recommendations. By the 1993 round, however, 15 redirects were approved by the Commission. On February 28, 1995, the Secretary proposed 27 changes to previously approved Commission recommendations. The 1995 Commission approved 27 redirects, with several modifications in gaining installations. This appendix summarizes all changes, or "redirects," of prior Commission recommendations.

The 1995 Commission

Department of the Army

Army Bio-Medical Research Laboratory, Fort Detrick, MD

(Change the recommendation of the 1991 Commission regarding Tri-Service Project Reliance by not collocating environmental and occupational toxicology research with the Armstrong Laboratory at Wright-Patterson Air Force Base, OH. Instead, relocate portions of the Environmental Quality Research Branch to the U.S. Army Environmental Hygiene Agency (AEHA), Aberdeen Proving Ground, MD)

Department of the Navy

Marine Corps Air Station El Toro, CA, and Marine Corps Air Station Tustin, CA

(Change the receiving sites for NAS Miramar specified by the 1993 Commission from "NAS Lemoore and NAS Fallon" to "other naval air stations." Change the receiving sites for MCAS Tustin, CA specified by the 1993 Commission from "NAS North Island, NAS Miramar, or MCAS Camp Pendleton" to "other air stations consistent with operational requirements")

Naval Air Station Alameda, CA

(Change the receiving sites specified by the 1993 Commission from "NAS North Island and NASA Ames/Moffett Field" to "other naval air stations, primarily Naval Air Station Corpus Christi, TX to support the Mine Warfare Center of Excellence, Naval Station Ingelside, TX")

Naval Recruiting District, San Diego, CA

(Change receiver site specified by the 1993 Commission from "Naval Air Station North Island" to "other government-owned space in San Diego, CA")

Naval Training Center San Diego, CA and Naval Training Center Orlando, FL

(Change the recommendation of the 1993 Commission by deleting all references to the Service School Command)

Naval Air Station Cecil Field, FL

(Change the receiving sites specified by the 1993 Commission from "MCAS Cherry Point, NC; NAS Oceana, VA; and MCAS Beaufort, SC" to "other naval air stations, primarily NAS Oceana, VA; MCAS Beaufort, SC; NAS Jacksonville, FL; and NAS Atlanta, GA; or other Navy or Marine Corps Air Stations." In addition, add, "To support NAS Jacksonville, retain OLF Whitehouse, the Pinecastle target complex, and the Yellow Water family housing area")

Naval Aviation Depot Pensacola, FL

(Change the recommendation of the 1993 Commission by striking language regarding whirl tower and dynamic components facility)

Navy Nuclear Power Propulsion Training Center, Naval Training Center Orlando, FL

(Change the receiving site specified by the 1993 Commission from New London, CT to Charleston, SC)

Naval Air Station Agana, GU

(Change the receiving site for aircraft, personnel, and equipment specified by the 1993 Commission from "Andersen AFB, GU" to "other naval or DoD air stations")

Naval Air Station Barbers Point, HI

(Change the recommendation of the 1993 Commission regarding items from the closure of Naval Air Station Barbers Point, HI from "Retain the family housing as needed for multi-service use" to "Retain the family housing as needed for multi-service use, including specified support facilities")

Naval Air Facility Detroit, MI

(Change the receiving site specified by the 1993 Commission from "Marine Corps Reserve Center, Twin Cities, MN" to "Air National Guard Base, Selfridge, MI")

Naval Shipyard, Norfolk Detachment Philadelphia, PA

(Change the recommendation of the 1991 Commission relating to the closure of the Philadelphia Naval Shipyard to delete "and preservation" (line 5) and "for emergent requirements" (lines 6-7))

Naval Sea Systems Command Arlington, VA

(Change the receiving sites specified by the 1993 Commission from "the Navy Annex, Arlington, VA; Washington Navy Yard, Washington, D.C.; Marine Corps Combat Development Command, Quantico, VA; or the White Oak facility, Silver Spring, MD" to "the Washington Navy Yard, Washington, D.C. or other government-owned property in the metropolitan Washington, D.C. area")

Office of Naval Research, Arlington, VA

(Change the recommendation of the 1993 Commission by deleting the Office of Naval Research from the list of National Capital Region activities to relocate from leased space to Government-owned space within the NCR)

Space and Naval Warfare Systems Command, Arlington, VA

(Change the recommendation specified by the 1993 Commission from "relocate...from leased space to Government-owned space within the NCR" to "Relocate... from leased space to Government-owned space in San Diego, CA")

Naval Recruiting Command, Washington, D.C. (Change the receiving site specified by the 1993 Commission from "Naval Training Center Great Lakes, IL" to "Naval Support Activity, Memphis, TN")

Naval Security Group Command Detachment Potomac, Washington, D.C.

(Change the receiving site from "National Security Agency, Ft. Meade, MD" specified by the 1993 Commission to "Naval Research Laboratory, Washington, D.C.")

Department of the Air Force

Williams Air Force Base, AZ

(Change the recommendation of the 1991 Commission regarding the relocation of Williams AFB's Armstrong Laboratory to Orlando, FL to keep it at the AZ location as a stand-alone activity.

Lowry Air Force Base, CO

(Change the recommendation of the 1991 Commission regarding the cantonment of the 1001st Space Support Squadron at the Lowry Support Center)

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Homestead Air Reserve Base, FL 301st Rescue Squadron (AFRES)

(Change the recommendation of the 1993 Commission regarding Homestead ARB to redirect the 301st Rescue Squadron (AFRES) with its associated aircraft to remain at Patrick AFB, FL)

Homestead Air Reserve Base, FL 726th Air Control Squadron

(Change the recommendation of the 1993 Commission regarding the relocation of the 726th Air Control Squadron (ACS) from Homestead ARB, FL to Shaw AFB, SC, as follows: Redirect the 726th ACS to Mountain Home AFB, ID)

MacDill Air Force Base, FL

(Change the recommendations of the 1991 and 1993 Commissions as follows: Redirect the retention of the MacDill airfield as part of MacDill AFB. The Air Force will continue to operate the runway and its associated activities. The Department of Commerce will remain as a tenant)

Griffiss Air Force Base, New York Airfield Support for 10th Infantry (Light) Division

(Change the recommendation of the 1993 Commission regarding support of the 10th Infantry Division [Light], Fort Drum, NY at Griffiss AFB, as follows: Close the airfield at Griffiss and transfer mission essential equipment from the minimum essential airfield at Griffiss AFB to Fort Drum)

Griffiss Air Force Base, NY 485th Engineering Installation Group

(Change the recommendation of the 1993 Commission regarding the transfer of functions from Griffiss AFB, NY to sites as required rather than to Hill AFB, UT)

Defense Logistics Agency

Defense Contract Management District West (DCMDW) El Segundo, CA

(Change the 1993 Commission recommendation receiver from "Long Beach Naval Shipyard, Los Angeles, CA" to "space which is the most cost-effective for DoD")

The 1993 Commission

Department of the Army

Letterkenny Army Depot, PA

(Systems Integration Management Activity - East remains at Letterkenny Army Depot, PA vice Rock Island, IL)

Presidio of San Francisco, CA

(6th Army remains at the Presidio of San Francisco instead of moving to Fort Carson, CO)

Rock Island Arsenal, IL

(AMCCOM remains at Rock Island, IL instead of moving to Redstone Arsenal, AL)

Pueblo Army Depot, CO

(Redirects supply mission from Defense Distribution Depot Tooele, UT to new location within the Defense Distribution Depot System)

Department of the Navy

Hunters Point Annex to Naval Station Treasure Island, CA

(Retain no facilities, dispose/outlease all property)

Marine Corps Air Station Tustin, CA

(Substitute Naval Air Station Miramar for Marine Corps Air Station 29 Palms as one receiver of Marine Corps Air Station Tustin's assets)

Naval Electronics Systems Engineering Center, San Diego, CA

(Consolidate with Naval Electronics Systems Engineering Center, Vallejo, CA into available space in Air Force Plant #19, San Diego, vice new construction)

Naval Mine Warfare Engineering Activity Yorktown, VA

(Realign to Panama City, FL vice Dam Neck, VA)

Naval Weapons Evaluation Facility Albuquerque, NM

(Retain as a tenant of the Air Force)

Department of the Air Force

Carswell Air Force Base, TX

(Fabrication function of the 436th Training Squadron redirected from Dyess AFB, TX to Luke AFB, AZ; maintenance training function redirected from Dyess AFB, TX to Hill AFB, UT)

Castle Air Force Base, CA

(B-52 Combat Crew Training redirected from Fairchild AFB, WA to Barksdale AFB, LA and KC-135 Combat Crew Training from Fairchild AFB, WA to Altus AFB, OK)

Chanute Air Force Base, IL

(Metals Technology and Aircraft Structural Maintenance training courses from Chanute AFB to Sheppard AFB, TX redirected to NAS Memphis, TN and then to Pensacola, FL)

MacDill Air Force Base, Florida

(Airfield to be operated by the Department of Commerce or another federal agency. Joint Communications Support Element stays at MacDill vice relocating to Charleston AFB, SC)

Mather Air Force Base, CA

(940th Air Refueling Group redirected from McClellan AFB. CA to Beale AFB, CA)

Rickenbacker Air National Guard Base, OH

(Retain 121st Air Refueling Wing and the 160th Air Refueling Group in a cantonment area at Rickenbacker ANGB instead of realigning to Wright-Patterson AFB, OH and operate as tenants of the Rickenbacker Port Authority (RPA) on the RPA's airport.)

The 1991 Commission

Department of the Army

Fort Benjamin Harrison, IN

(Change the 1988 Commission recommendation to relocate U.S. Army Recruiting Command from Fort Sheridan, IL to Fort Knox, KY rather than Fort Benjamin Harrison, IN)

Fort Devens, MA

(Change the 1988 Commission recommendation to retain HQ Information Systems Command (ISC) at Ft. Huachuca, AZ and Ft. Monmouth, NJ; relocate selected ISC elements in the National Capital Region from Ft. Belvoir, VA to Ft. Ritchie, MD or another location)

Letterkenny Army Depot, PA

(Change the 1988 Commission recommendation to realign the Material Readiness Support Activity from Lexington-Bluegrass Army Depot, KY, and the Logistics Control Activity from the Presidio of San Francisco, CA to Redstone Arsenal, AL)

Army Laboratories (Lab 21 Study) Adelphi and Aberdeen, MD

(Revise the 1988 Commission recommendation by establishing the Combat Material Research Lab (CMRL) at Adelphi, MD. The Army Materiel Technology Lab (AMTL) in Watertown, MA should not be split among Detroit Arsenal, MI; Picatinny Arsenal, NJ; and Fort Belvoir, VA—realign the AMTL to Aberdeen Proving Ground, MD. Collocate the Structures Element at NASA-Langley Research Center, Hampton, VA)

Tri-Service Project Reliance Study Various Locations

(Change the 1988 Commission recommendation by disestablishing the Letterman Army Institute of Research)

Department of the Air Force

Beale Air Force Base, CA

(Change the 1988 Commission recommendation to realign the Undergraduate Navigator Training and the 323rd Flying Training Wing from Mather AFB, CA to Randolph AFB, TX instead of realigning to Beale AFB, CA)

Goodfellow Air Force Base, TX

(Change the 1988 Commission recommendation to realign the fuels training from Chanute AFB, IL to Sheppard AFB, TX instead of Goodfellow AFB, TX)

March Air Force Base, CA

(Change the 1988 Commission recommendation to realign 45 Air Force Audit Agency manpower authorizations from Norton AFB, CA to the National Capitol Region instead of March AFB, CA)

Mather Air Force Base, CA

(Change the 1988 Commission recommendation by leaving the 323rd Flying Training Wing Hospital open as an annex to McClellan AFB, CA instead of leaving the 940th Air Refueling Group at Mather AFB, CA and closing the 323rd Flying Training Wing Hospital)

APPENDIX L BASE CLOSURES AND REALIGNMENTS BY STATE 1988, 1991, 1993, 1995

		-///
ALAI	BAMA /	
1988 1988 1991 1993	Alabama Army Ammunition Plant Coosa River Storage Annex Fort Rucker Naval Station Mobile	CLOSE CLOSE REALIGN CLOSE
1993 1993 1993 1995 1995	Naval Reserve Center Gadsden Naval Reserve Center Montgomery Anniston Army Depot Fort McClellan Naval Reserve Center Huntsville	CLOSE CLOSE REALIGN CLOSE CLOSE
ALAS	SKA	
1995 1995	Fort Greely Naval Air Facility Adak	REALIGN CLOSE
ARK	ANSAS	
1991 1991 1993 1993 1995	Eaker Air Force Base Fort Chaffee Naval Reserve Center Fayetteville Naval Reserve Center Fort Smith Fort Chaffee	CLOSE CLOSE CLOSE CLOSE CLOSE
ARIZ	ONA	
1988 1991 1995	Navajo Army Depot Activity Williams Air Force Base Williams Air Force Base	CLOSE CLOSE REDIRECT
CALI	FORNIA	
1988 1988 1988 1988 1988 1988 1991 1991	George Air Force Base Hamilton Army Airfield Mather Air Force Base Naval Station San Francisco (Hunters Point) Norton Air Force Base Presidio of San Francisco Salton Sea Test Base, Imperial County Beale Air Force Base Castle Air Force Base Fort Ord Hunters Point Annex, San Francisco	CLOSE CLOSE REALIGN CLOSE CLOSE CLOSE REALIGN CLOSE REALIGN CLOSE CLOSE CLOSE
1991	Integrated Combat Systems Test Facility San Diego	CLOSE

Letterman Army Institute of Research Presidio of San Francisco

Fleet Combat Direction Systems Support Activity San Diego

DISESTAB

REALIGN

1991

1991

1991 1991 1991	March Air Force Base Mather Air Force Base Naval Air Station Moffett Field	REALIGN REDIRECT CLOSE
1991	Naval Electronic Systems Engineering Center San Diego	CLOSE
1991	Naval Electronic Systems Engineering Center Vallejo	CLOSE
1991	Naval Space Systems Activity Los Angeles	CLOSE
1991	Naval Station Long Beach	CLOSE
1991	Naval Weapons Center China Lake	REALIGN
1991	Pacific Missile Test Center Point Mugu	REALIGN
1991	Sacramento Army Depot	CLOSE
1991	Marine Corps Air Station Tustin	CLOSE
1993	Castle Air Force Base (B-52 Combat Crew Training redirected from Fairchild AFB to Barksdale AFB and KC-135 Combat Crew Training from Fairchild	
	AFB to Altus AFB)	REDIRECT
1993	Data Processing Center Marine Corps Air Station El Toro	CLOSE
1993	Data Processing Center Naval Air Warfare Center,	
1///	Weapons Division China Lake	CLOSE
1993	Data Processing Center Naval Air Warfare Center,	
1//3	Weapons Division Point Mugu	CLOSE
1993	Data Processing Center Naval Command Control &	
1///	Ocean Surveillance Center San Diego	CLOSE
1993	Data Processing Center Navy Regional Data Automation	
-//-	Center San Francisco	CLOSE
1993	Defense Contract Management District West El Segundo	RELOCATE
1993	Defense Distribution Depot Oakland	DISESTAB
1993	Hunters Point Annex to Naval Station Treasure Island	
-//-	(Redirect to dispose of all property in any lawful manner,	
	including outlease)	REDIRECT
1993	March Air Force Base	REALIGN
1993	Mare Island Naval Shipyard	CLOSE
1993	Marine Corps Air Station El Toro	CLOSE
1993	Marine Corps Air Station Tustin (Relocate MCAS	
-,,,	Tustin helicopter assets to NAS North Island, NAS	
	Miramar, or MCAS Camp Pendleton)	REDIRECT
1993	Marine Corps Data Processing Center Regional	
,,,	Automated Services Center Camp Pendleton	CLOSE
1993	Marine Corps Logistics Base Barstow	REALIGN
1993	Mather Air Force Base (940th Air Refueling	
	Group redirected from McClellan AFB to Beale AFB)	REDIRECT
1993	Naval Air Station Alameda	CLOSE
1993	Naval Aviation Depot Alameda	CLOSE
1993	Naval Electronics Systems Engineering Center San	
	Diego (Consolidate with Naval Electronics Systems	
	Engineering Center Vallejo into available space in	
	Air Force Plant #19, San Diego, vice new construction)	REDIRECT
1993	Naval Electronics Systems Engineering Center Vallajo	
	(Consolidate with Naval Electronics Systems Center	
	San Diego into available space in Air Force Plant #19,	
	San Diego, vice new construction)	REDIRECT
1993	Naval Hospital Oakland	CLOSE
1993	Naval Station Treasure Island, San Francisco	CLOSE
1993	Naval Weapons Station Seal Beach	REALIGN

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1993	Navy Data Processing Center Facilities Systems Office, Port Hueneme	CLOSE
1993	Navy Data Processing Center Fleet and Industrial Supply	CLOSE
1002	Center, San Diego	CLOSE
1993	Presidio of Monterey Annex	REALIGN
1993	Presidio of San Francisco (6th Army remains	
	at the Presidio of San Francisco, CA instead of	PEDINECE
1002	moving to Fort Carson, CO)	REDIRECT
1993	Naval Civil Engineering Laboratory, Port Hueneme	CLOSE
1993	Naval Facilities Engineering Command, Western	OX OSP
1002	Engineering Field Division, San Bruno	CLOSE
1993	Naval Reserve Center Pacific Grove	CLOSE
1993	Naval Training Center San Diego	CLOSE
1993	Planning, Estimating, Repair, and Alterations Center (Surface) Pacific San Francisco	DICECTAD
1993	Naval Public Works Center San Francisco	DISESTAB
1995		DISESTAB
1995	Oakland Army Base Naval Shipyard Long Beach	CLOSE
1995	McClellan Air Force Base	CLOSE
1995	Ontario International Airport Air Guard Station	CLOSE CLOSE
1995	Defense Distribution Depot McClellan	DISESTAB
1995	Fort Hunter Liggett	REALIGN
1995	Sierra Army Depot	REALIGN
1995	Onizuka Air Station	REALIGN
1995	Branch U.S. Disciplinary Barracks	CLOSE
1995	East Fort Baker	CLOSE
1995	Rio Vista Army Reserve Center	CLOSE
1995	Fleet and Industrial Supply Center Oakland	CLOSE
1995	Naval Command, Control, and Ocean Surveillance Center,	02002
	In-Service Engineering West Coast Division San Diego	DISESTAB
1995	Supervisor of Shipbuilding, Conversion, and Repair,	
	USN, Long Beach	DISESTAB
1995	Naval Reserve Center Stockton	CLOSE
1995	Naval Reserve Center Santa Ana	CLOSE
1995	Naval Reserve Center Pomona	CLOSE
1995	Marine Corps Air Station El Toro	REDIRECT
1995	Marine Corps Air Station Tustin	REDIRECT
1995	Naval Air Station Alameda	REDIRECT
1995	Naval Recruiting District San Diego	REDIRECT
1995	Naval Training Center San Diego	REDIRECT
1995	Defense Contract Management District West, El Segundo	REDIRECT
COLO	PRADO	
1988	Bennett Army National Guard Facility, Arapahoe County	CLOSE
1988	Pueblo Army Depot	REALIGN
1991	Lowry Air Force Base	CLOSE
1993	Pueblo Army Depot (Redirects supply mission from	
	Defense Distribution Depot Tooele, UT, to new	
	location within the Defense Distribution Depot System.)	REDIRECT
1995	Fitzsimons Army Medical Center	CLOSE
1995	Lowry Air Force Base	REDIRECT

CONNECTICUT

00111	12011001	
1988	Family Housing Ansonia 04	CLOSE
1988	Family Housing East Windsor 08	CLOSE
1988	Family Housing Fairfield 65	CLOSE
1988	Family Housing Manchester 25	CLOSE
1988	Family Housing Middletown 48	CLOSE
1988	Family Housing Milford 17	CLOSE
1988	Family Housing New Britain 74	CLOSE
1988	Family Housing Orange 15	CLOSE
1988	Family Housing Plainville 67	CLOSE
1988	Family Housing Portland 36	CLOSE
1988	Family Housing Westport 73	CLOSE
1988	Family Housing Shelton 74	CLOSE
1991	Naval Underwater Systems Center Detachment	DEALICN
1005	New London	REALIGN
1995	Stratford Army Engine Plant	CLOSE
DISTE	RICT OF COLUMBIA	
1991	U.S. Army Institute of Dental Research	DISESTAB
1991	Walter Reed Army Institute of Research (Microwave	
	Bioeffects Research)	REALIGN
1993	Data Processing Center Bureau of Naval Personnel	CLOSE
1993	Data Processing Center Naval Computer &	
	Telecommunications Station	CLOSE
1993	Naval Security Group Command (including Security	
	Group Station and Security Group Detachment) Potomac	REALIGN
1993	Naval Electronic Security Systems	0.00
	Engineering Center	CLOSE
1995	Naval Recruiting Command Washington	REDIRECT
1995	Naval Security Group Detachment Potomac Washington	REDIRECT
FLOR	IDA .	
1988	Cape St. George	CLOSE
1988	Naval Reserve Center (Coconut Grove) Miami	CLOSE
1991	MacDill Air Force Base, Tampa	REALIGN
1991	Naval Coastal Systems Center, Panama City	REALIGN
1993	Data Processing Center Naval Air Station Key West	CLOSE
1993	Data Processing Center Naval Air Station Mayport	CLOSE
1993	Data Processing Center Naval Computer &	
	Telecommunications Station, Pensacola	CLOSE
1993	Homestead Air Force Base	REALIGN
1993	MacDill Air Force Base (Airfield to be operated by	
	the Department of Commerce or another federal	
	agency. Joint Communications Support Element	
	stays at MacDill vice relocating to Charleston AFB.)	REDIRECT
1993	Naval Air Station Cecil Field	CLOSE
1993	Naval Aviation Depot Pensacola	CLOSE
1993	Naval Hospital Orlando	CLOSE
1993	Fleet and Industrial Supply Center (Naval Supply	Diceeria
1002	Center) Pensacola	DISESTAB
1993	Defense Distribution Depot Pensacola	DISESTAB
1993 1995	Naval Training Center Orlando	CLOSE
エロロン	Naval Air Station Key West	REALIGN

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1995 1995	Eglin Air Force Base Big Coppett Key	REALIGN CLOSE
1995	Naval Research Laboratory, Underwater Sound	CLOSE
	Reference Detachment, Orlando	DISESTAB
1995	Naval Aristica Depart Page 1	REDIRECT
1995 1995	Naval Aviation Depot Pensacola Navy Nuclear Power Propulsion Training Center,	REDIRECT
1///	Naval Training Center, Orlando	REDIRECT
1995	Naval Training Center Orlando	REDIRECT
1995	Homestead Air Force Base (301st Rescue Squadron)	REDIRECT
1995	Homestead Air Force Base (726th Air Control Squadron)	REDIRECT
1995	MacDill Air Force Base	REDIRECT
1995	Naval Research Laboratory, Underwater Sound Reference Detachment, Orlando	CLOSE
GEO!	, and the second se	
1993	Navy Data Processing Center Trident Refit	
-//0	Facility Kings Bay	CLOSE
1993	Naval Reserve Center Macon	CLOSE
1995	Defense Contract Management District South, Marietta	DISESTAB
GUA	M	
1993	Naval Air Station Agana	CLOSE
1995	Ship Repair Facility	CLOSE
1995 1995	Naval Activities Fleet and Industrial Supply Center	REALIGN
1995	Public Works	REALIGN REALIGN
1995	Naval Air Station Agana	REDIRECT
HAW	AII	
1988	Kapalama Military Reservation Phase III	CLOSE
1991	Naval Air Facility Midway Island	REALIGN
1991	Naval Ocean Systems Center Detachment, Kanaohe	CLOSE
1993	Data Processing Center Naval Computer &	
	Telecommunications Area Master Station, EASTPAC, Pearl Harbor	CLOSE
1993	Data Processing Center Naval Supply Center Pearl Harbor	CLOSE
1993	Naval Air Station Barbers Point	CLOSE
1993	Naval Air Facility Midway Island	CLOSE
1995	Naval Air Station Barbers Point	REDIRECT
IOWA		
1988	Fort Des Moines	CLOSE
IDAH	O	
1991	Mountain Home Air Force Base	REALIGN
ILLIN	OIS	
1988	Chanute Air Force Base	CLOSE
1988	Fort Sheridan	CLOSE
1988	USARC Addison Housing Worth Family Housing	CLOSE
1988	Worth Family Housing	CLOSE

1991	Aramament, Munitions, and Chemical Command	DEALICN
1993	Rock Island Arsenal Chanute Air Force Base (Metals Technology	REALIGN
-,,,	and Aircraft Structural Maintenance training	
	courses from Chanute AFB to Sheppard AFB	DED IDUCE
1002	redirected to NAS Memphis)	REDIRECT
1993	Defense Contract Management District Northcentral, Chicago	DISESTAB
1993	Naval Air Station Glenview	CLOSE
1993	O'Hare International Airport Air Force Reserve Station	CLOSE
1993	Rock Island Arsenal (AMCCOM remains at Rock	
	Island, IL instead of moving to Redstone Arsenal, AL)	REDIRECT
1995	Savanna Army Depot Activity	CLOSE
1995	Chicago O'Hare International Airport Air Reserve Station	CLOSE
INDL	ANA	
1988	Indiana Army Ammunition Plant	CLOSE
1988	Jefferson Proving Ground	CLOSE
1991	Fort Benjamin Harrison, Indianapolis	CLOSE
1991	Grissom Air Force Base, Peru	CLOSE
1991	Naval Avionics Center, Indianapolis	REALIGN
1991	Naval Weapons Support Center, Crane Defense Information Technology Service Organization,	REALIGN
1993	Indianapolis Information Processing Center	CLOSE
1993	Navy/Marine Corps Reserve Center Fort Wayne	CLOSE
1993	Naval Reserve Center Terre Haute	CLOSE
1995	Naval Air Warfare Center, Aircraft Division, Indianapolis	CLOSE
KANS	SAS	
		CLOSE
KANS 1993 1993	Readiness Command Region Olathe (Region 18) Naval Reserve Center Hutchinson	CLOSE CLOSE
1993	Readiness Command Region Olathe (Region 18)	
1993 1993 1995	Readiness Command Region Olathe (Region 18) Naval Reserve Center Hutchinson	CLOSE
1993 1993 1995 KENT	Readiness Command Region Olathe (Region 18) Naval Reserve Center Hutchinson Naval Air Reserve Olathe **UCKY**	CLOSE
1993 1993 1995	Readiness Command Region Olathe (Region 18) Naval Reserve Center Hutchinson Naval Air Reserve Olathe	CLOSE CLOSE
1993 1993 1995 KEN 7 1988	Readiness Command Region Olathe (Region 18) Naval Reserve Center Hutchinson Naval Air Reserve Olathe **UCKY** Lexington-Bluegrass Army Depot	CLOSE CLOSE
1993 1993 1995 KEN7 1988 1991	Readiness Command Region Olathe (Region 18) Naval Reserve Center Hutchinson Naval Air Reserve Olathe **CUCKY** Lexington-Bluegrass Army Depot Naval Ordnance Station Louisville	CLOSE CLOSE
1993 1993 1995 KENT 1988 1991 1995	Readiness Command Region Olathe (Region 18) Naval Reserve Center Hutchinson Naval Air Reserve Olathe **CUCKY** Lexington-Bluegrass Army Depot Naval Ordnance Station Louisville Naval Surface Warfare Center, Crane Division	CLOSE CLOSE CLOSE REALIGN
1993 1993 1995 KENT 1988 1991 1995	Readiness Command Region Olathe (Region 18) Naval Reserve Center Hutchinson Naval Air Reserve Olathe TUCKY Lexington-Bluegrass Army Depot Naval Ordnance Station Louisville Naval Surface Warfare Center, Crane Division Detachment, Louisville	CLOSE CLOSE CLOSE REALIGN
1993 1993 1995 KENT 1988 1991 1995	Readiness Command Region Olathe (Region 18) Naval Reserve Center Hutchinson Naval Air Reserve Olathe TUCKY Lexington-Bluegrass Army Depot Naval Ordnance Station Louisville Naval Surface Warfare Center, Crane Division Detachment, Louisville SIANA	CLOSE CLOSE REALIGN CLOSE
1993 1993 1995 KENT 1988 1991 1995 LOUI 1988	Readiness Command Region Olathe (Region 18) Naval Reserve Center Hutchinson Naval Air Reserve Olathe TUCKY Lexington-Bluegrass Army Depot Naval Ordnance Station Louisville Naval Surface Warfare Center, Crane Division Detachment, Louisville SIANA Naval Station Lake Charles New Orleans Military Ocean Terminal England Air Force Base	CLOSE CLOSE REALIGN CLOSE CLOSE CLOSE CLOSE CLOSE
1993 1993 1995 KENT 1988 1991 1995 LOUI 1988 1988 1991 1991	Readiness Command Region Olathe (Region 18) Naval Reserve Center Hutchinson Naval Air Reserve Olathe TUCKY Lexington-Bluegrass Army Depot Naval Ordnance Station Louisville Naval Surface Warfare Center, Crane Division Detachment, Louisville SIANA Naval Station Lake Charles New Orleans Military Ocean Terminal England Air Force Base Fort Polk	CLOSE CLOSE REALIGN CLOSE CLOSE CLOSE
1993 1993 1995 KENT 1988 1991 1995 LOUI 1988 1988 1991	Readiness Command Region Olathe (Region 18) Naval Reserve Center Hutchinson Naval Air Reserve Olathe TUCKY Lexington-Bluegrass Army Depot Naval Ordnance Station Louisville Naval Surface Warfare Center, Crane Division Detachment, Louisville SIANA Naval Station Lake Charles New Orleans Military Ocean Terminal England Air Force Base Fort Polk Data Processing Center Naval Computer &	CLOSE CLOSE REALIGN CLOSE CLOSE CLOSE CLOSE CLOSE REALIGN
1993 1993 1995 KENT 1988 1991 1995 LOUI 1988 1988 1991 1991 1993	Readiness Command Region Olathe (Region 18) Naval Reserve Center Hutchinson Naval Air Reserve Olathe TUCKY Lexington-Bluegrass Army Depot Naval Ordnance Station Louisville Naval Surface Warfare Center, Crane Division Detachment, Louisville SIANA Naval Station Lake Charles New Orleans Military Ocean Terminal England Air Force Base Fort Polk Data Processing Center Naval Computer & Telecommunications Station, New Orleans	CLOSE CLOSE REALIGN CLOSE CLOSE CLOSE CLOSE CLOSE REALIGN CLOSE
1993 1993 1995 KENT 1988 1991 1995 LOUI 1988 1988 1991 1991 1993	Readiness Command Region Olathe (Region 18) Naval Reserve Center Hutchinson Naval Air Reserve Olathe TUCKY Lexington-Bluegrass Army Depot Naval Ordnance Station Louisville Naval Surface Warfare Center, Crane Division Detachment, Louisville SIANA Naval Station Lake Charles New Orleans Military Ocean Terminal England Air Force Base Fort Polk Data Processing Center Naval Computer & Telecommunications Station, New Orleans Naval Reserve Center Monroe	CLOSE CLOSE REALIGN CLOSE CLOSE CLOSE CLOSE REALIGN CLOSE CLOSE CLOSE
1993 1993 1995 KENT 1988 1991 1995 LOUI 1988 1988 1991 1993 1993	Readiness Command Region Olathe (Region 18) Naval Reserve Center Hutchinson Naval Air Reserve Olathe TUCKY Lexington-Bluegrass Army Depot Naval Ordnance Station Louisville Naval Surface Warfare Center, Crane Division Detachment, Louisville SIANA Naval Station Lake Charles New Orleans Military Ocean Terminal England Air Force Base Fort Polk Data Processing Center Naval Computer & Telecommunications Station, New Orleans Naval Reserve Center Monroe Naval Reserve Facility Alexandria	CLOSE CLOSE REALIGN CLOSE CLOSE CLOSE CLOSE CLOSE REALIGN CLOSE
1993 1993 1995 KENT 1988 1991 1995 LOUI 1988 1988 1991 1991 1993	Readiness Command Region Olathe (Region 18) Naval Reserve Center Hutchinson Naval Air Reserve Olathe TUCKY Lexington-Bluegrass Army Depot Naval Ordnance Station Louisville Naval Surface Warfare Center, Crane Division Detachment, Louisville SIANA Naval Station Lake Charles New Orleans Military Ocean Terminal England Air Force Base Fort Polk Data Processing Center Naval Computer & Telecommunications Station, New Orleans Naval Reserve Center Monroe Naval Reserve Facility Alexandria Navy Data Processing Center Enlisted	CLOSE CLOSE REALIGN CLOSE CLOSE CLOSE CLOSE REALIGN CLOSE CLOSE CLOSE
1993 1993 1995 KENT 1988 1991 1995 LOUI 1988 1988 1991 1993 1993 1993	Readiness Command Region Olathe (Region 18) Naval Reserve Center Hutchinson Naval Air Reserve Olathe TUCKY Lexington-Bluegrass Army Depot Naval Ordnance Station Louisville Naval Surface Warfare Center, Crane Division Detachment, Louisville SIANA Naval Station Lake Charles New Orleans Military Ocean Terminal England Air Force Base Fort Polk Data Processing Center Naval Computer & Telecommunications Station, New Orleans Naval Reserve Center Monroe Naval Reserve Facility Alexandria Navy Data Processing Center Enlisted Personnel Management Center New Orleans	CLOSE CLOSE REALIGN CLOSE CLOSE CLOSE CLOSE REALIGN CLOSE CLOSE CLOSE CLOSE CLOSE CLOSE
1993 1993 1995 KENT 1988 1991 1995 LOUI 1988 1988 1991 1993 1993	Readiness Command Region Olathe (Region 18) Naval Reserve Center Hutchinson Naval Air Reserve Olathe TUCKY Lexington-Bluegrass Army Depot Naval Ordnance Station Louisville Naval Surface Warfare Center, Crane Division Detachment, Louisville SIANA Naval Station Lake Charles New Orleans Military Ocean Terminal England Air Force Base Fort Polk Data Processing Center Naval Computer & Telecommunications Station, New Orleans Naval Reserve Center Monroe Naval Reserve Facility Alexandria Navy Data Processing Center Enlisted	CLOSE CLOSE REALIGN CLOSE
1993 1993 1995 KENT 1988 1991 1995 LOUI 1988 1988 1991 1993 1993 1993 1993	Readiness Command Region Olathe (Region 18) Naval Reserve Center Hutchinson Naval Air Reserve Olathe TUCKY Lexington-Bluegrass Army Depot Naval Ordnance Station Louisville Naval Surface Warfare Center, Crane Division Detachment, Louisville SIANA Naval Station Lake Charles New Orleans Military Ocean Terminal England Air Force Base Fort Polk Data Processing Center Naval Computer & Telecommunications Station, New Orleans Naval Reserve Center Monroe Naval Reserve Facility Alexandria Navy Data Processing Center Enlisted Personnel Management Center New Orleans Naval Biodynamics Laboratory New Orleans	CLOSE CLOSE REALIGN CLOSE CLOSE CLOSE CLOSE REALIGN CLOSE

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1991 1993	Loring Air Force Base, Caribou Data Processing Center Naval Air Station Brunswick	CLOSE CLOSE
MAR	YLAND	
1988 1988 1988 1988 1988 1988 1991	Army Reserve Center Gaithersburg Former NIKE site at Aberdeen Proving Ground Fort Detrick Fort Holabird Fort Meade NIKE Washington-Baltimore U.S. Army Biomedical Research Development	CLOSE CLOSE REALIGN REALIGN REALIGN CLOSE
1991 1991	Laboratory, Fort Detrick David Taylor Research Center Detachment Annapolis Fuze Development and Production (armament and	DISESTAB REALIGN
1991 1991 1993	missile-related) Harry Diamond Laboratories, Adelphi Naval Ordnance Station Indian Head Naval Surface Warfare Center Detachment, White Oak Data Processing Center Naval Air Warfare Center,	REALIGN REALIGN REALIGN
1993 1993	Aircraft Division, Patuxent River Naval Electronic Systems Engineering Center St. Inigoes Naval Surface Warfare Center, Dahlgren White Oak Detachment, White Oak	CLOSE CLOSE
1993 1993 1995 1995	Navy Radio Transmission Facility Annapolis Sea Automated Data Systems Activity Indian Head Fort Ritchie	DISESTAB DISESTAB DISESTAB CLOSE
1995 1995 1995	Naval Surface Warfare Center, Dahlgren Division Detachment, White Oak Fort Meade Concepts Analysis Agency	CLOSE REALIGN CLOSE
1995 1995 1995	Fort Holabird Publications Distribution Center, Baltimore Naval Medical Research Institute Bethesda	CLOSE CLOSE CLOSE
1995 1995	Naval Surface Warfare Center, Carderock Division Detachment, Annapolis Tri-Service Project Reliance, Army Bio-Medical Research Laboratory, Fort Detrick	CLOSE REDIRECT
1995	Investigations Control and Automation Directorate, Fort Holabird	RELOCATE
MASS	ACHUSETTS	
1988 1988 1988 1988 1988 1988 1988 1988	Family Housing Bedford 85 Family Housing Beverly 15 Family Housing Burlington 84 Family Housing Hull 36 Family Housing Nahant 17 Family Housing Randolph 55 Family Housing Swansea 29 Family Housing Topsfield 05 Family Housing Wakefield 03 Fort Devens Army Materials Technology Laboratory, Watertown Army Materials Technology Laboratory, Watertown	CLOSE REALIGN CLOSE REDIRECT

1991 1991 1993 1993 1993 1993 1995 1995	Fort Devens Naval Undersea Warfare Engineering Station Keyport Naval Reserve Center Chicopee Naval Reserve Center New Bedford Naval Reserve Center Pittsfield Naval Reserve Center Quincy Navy/Marine Corps Reserve Center Lawrence Naval Air Station South Weymouth Hingham Cohasset Sudbury Training Annex	CLOSE REALIGN CLOSE CLOSE CLOSE CLOSE CLOSE CLOSE CLOSE CLOSE
MICH	IGAN	
1988 1991	Pontiac Storage Facility Ground Vehicle Propulsion Basic and Applied Research, Warren	CLOSE REALIGN
1991	Wurtsmith Air Force Base	CLOSE
1993	Naval Air Facility Detroit	CLOSE
1993	Defense Logistics Agency Information Processing	CLOSE
1993	Center, Battle Creek K.I. Sawyer Air Force Base	CLOSE
1995	Detroit Arsenal	REALIGN
1995	Naval Reserve Center Cadillac	CLOSE
1995	Naval Air Facility Detroit	REDIRECT
MISSO	DURI	
1988	NIKE Kansas City 30	CLOSE
1988	St. Louis Area Support Center Wherry Housing	CLOSE
1991	Aviation Systems Command and Troop Command	DEALLON
1001	Support, St. Louis	REALIGN CLOSE
1991	Richard-Gebaur Air Reserve Station	CLOSE
1993	Defense Information Technology Service Organization, Kansas City Information Processing Center	CLOSE
1993	Naval Reserve Center Joplin	CLOSE
1993	Naval Reserve Center St. Joseph	CLOSE
1995	Aviation-Troop Support Command	DISESTAB
MON	TANA	
1993	Naval Reserve Center Great Falls	CLOSE
1993	Naval Reserve Center Missoula	CLOSE
1995	Malmstrom Air Force Base	REALIGN
1995	Fort Missoula	CLOSURE
NEW	HAMPSHIRE	
1988	Pease Air Force Base	CLOSE
1993	Submarine Maintenance, Engineering, Planning, and Procurement Portsmouth	DISESTAB
		DIOLOTIND
NEW	JERSEY	
1988	Fort Dix	REALIGN
1988	Fort Monmouth	REALIGN
1988	NIKE NY 54 Housing	CLOSE

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1988 1988 1988 1988 1991 1991 1991 1993 1993	NIKE NY 60 Housing NIKE NY 79/80 Housing NIKE NY 93/94 NIKE Philadelphia 41/43 Electronic Technology Device Laboratory, Fort Monmouth Fort Dix Naval Air Engineering Center, Lakehurst Naval Air Propulsion Center, Trenton Fort Monmouth Naval Reserve Center Atlantic City Naval Reserve Center Perth Amboy Naval Air Warfare Center - Aircraft Division, Trenton Bayonne Military Ocean Terminal Fort Dix Camp Kilmer Camp Pedricktown	CLOSE CLOSE CLOSE REALIGN REALIGN REALIGN REALIGN CLOSE
NEW	MEXICO	
1988 1991	Fort Wingate Ammunition Storage Depot Battlefield Environmental Effects Element of the Atmospheric Science Laboratory, White	CLOSE
1991	Sands Missile Range Naval Wagners Evaluation Eacility Alburguerous	REALIGN
1991	Naval Weapons Evaluation Facility Albuquerque Naval Weapons Evaluation Facility Albuquerque	CLOSE
1775	(retain as a tenant of the Air Force)	REDIRECT
NEW	YORK	
1988	Dry Hill Family Housing	CLOSE
1988	Manhattan Beach Housing	CLOSE
1988	Naval Station New York (Brooklyn)	CLOSE
1988	NIKE NY 01 Housing	CLOSE
1988	NIKE NY 25 Housing	CLOSE
1988	NIKE NY 99 Housing	CLOSE
1993	Griffiss Air Force Base	REALIGN
1993	Naval Reserve Center Jamestown	CLOSE
1993	Naval Reserve Center Poughkeepsie	CLOSE
1993	Naval Station Staten Island	CLOSE
1993	Plattsburgh Air Force Base	CLOSE
1993	Readiness Command Region Scotia (Region 2)	CLOSE
1993	Department of Defense Family Housing and Family Housing Office, Niagara Falls	CLOSE
1995	Seneca Army Depot	CLOSE
1995	Roslyn Air Guard Station	CLOSE
1995	Griffiss Air Force Base (Airfield Support for	
	10th Infantry [Light] Division)	REDIRECT
1995	Griffiss Air Force Base (485th Engineering	
	Installation Group)	REDIRECT
1995	Bellmore Logistics Activity	CLOSE
1995	Fort Totten	CLOSE
1995	Naval Reserve Center Staten Island	CLOSE
1995	Real-Time Digitally Controlled Analyzer Processor	or o o=
	Activity, Buffalo	CLOSE

NORTH CAROLINA

1993	Data Processing Center Marine Corps Air Station Cherry Point	CLOSE
1993	Marine Corps Data Processing Center Regional	CLOSE
1995	Automated Services Center Camp Lejeune Recreation Center #2, Fayetteville	CLOSE CLOSE
NORT	TH DAKOTA	
1995	Grand Forks Air Force Base	REALIGN
ОНЮ		
1991	Rickenbacker Air National Guard Base	CLOSE
1993	Defense Information Technology Service Organization, Columbus Annex Dayton	CLOSE
1993	Defense Information Technology Services Organization, Cleveland	CLOSE
1993	Gentile Air Force Station (Defense Electronics Supply Center), Dayton	CLOSE
1993	Newark Air Force Base	CLOSE
1993	Readiness Command Region Ravenna (Region 5)	CLOSE
1993	Rickenbacker Air National Guard Base (Retain	
	121st Air Refueling Wing and the 160th Air	
	Refueling Group in a cantonment area at	
	Rickenbacker ANGB instead of Wright-Patterson	
	AFB, OH, and operate as tenants of the Rickenbacker	DEDIDECT
400#	Port Authority [RPA] on the RPA's airport)	REDIRECT
1995	Defense Contract Management Command	REALIGN
1995	International, Dayton Defense Distribution Depot Columbus	REALIGN
OREG	ON	
1988	Umatilla Army Depot	REALIGN
PENN	SYLVANIA	
1988	Coraopolis Family Housing Site 71	CLOSE
1988	Coraopolis Family Housing Site 72	CLOSE
1988	Irwin Support Detachment Annex	CLOSE
1988	Naval Hospital Philadelphia	CLOSE
1988	Pitt 02 Family Housing	CLOSE
1988	Pitt 03 Family Housing	CLOSE
1988	Pitt 25 Family Housing	CLOSE CLOSE
1988	Pitt 37 Family Housing	CLOSE
1988	Pitt 42 Family Housing Pitt 43 Family Housing	CLOSE
1988	Pitt 52 Family Housing	CLOSE
1988 1988	Tacony Warehouse	CLOSE
1991	Letterkenny Army Depot	REALIGN
1991	Naval Air Development Center Warminster	REALIGN
1991	Naval Station Philadelphia	CLOSE
1991	Philadelphia Naval Shipyard	CLOSE
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4000		Par o c tem
1993	Defense Personnel Support Center, Philadelphia	RELOCATE
1993	Defense Contract Management District	DIGDOMAD
1002	Midatlantic, Philadelphia	DISESTAB
1993	Defense Logistics Agency Clothing Factory, Philadelphia	CLOSE
1993	Defense Logistics Agency Information Processing Center, Philadelphia	CLOSE
1993	Naval/Marine Corps Air Facility (Joint Aviation	CLOSE
1993	Facility) Johnstown	CLOSE
1993	Letterkenny Army Depot (Systems Integration	CLOSE
1773	Management Activity-East remains at Letterkenny	
	Army Depot vice Rock Island, IL)	REDIRECT
1993	Naval Reserve Center Altoona	CLOSE
1993	Navy Data Processing Center Aviation Supply	CLOOL
1//3	Office, Philadelphia	CLOSE
1993	Planning, Estimating, Repair, and Alterations	OLOOL
-//0	Center (Surface) Atlantic (HQ), Philadelphia	CLOSE
1995	Fort Indiantown Gap	CLOSE
1995	Charles E. Kelly Support Center	REALIGN
1995	Letterkenny Army Depot	CLOSE
1995	Defense Distribution Depot Letterkenny	DISESTAB
1995	Defense Industrial Supply Center Philadelphia	DISESTAB
1995	Naval Shipyard, Norfolk Detachment, Philadelphia	REDIRECT
1995	Naval Aviation Engineering Support Unit Philadelphia	CLOSE
1995	Naval Air Technical Services Facility Philadelphia	CLOSE
1995	Naval Air Warfare Center, Aircraft Division,	
	Open Water Test Facility, Oreland	CLOSE
1995	Naval Command, Control, and Ocean Surveillance	
1005	RDT&E Division Detachment, Warminster	CLOSE
1995	Naval Air Warfare Center, Aircraft Division, Warminister	CLOSE
PUER	TO RICO	
1995	Fort Buchanan	REALIGN
-///		XUII DI CI V
RHOI	DE ISLAND	
1988	Family Housing Davisville	CLOSE
1988	Family Housing North Smithfield 99	CLOSE
1991	Construction Battalion Center Davisville	CLOSE
1991	Trident Command and Control Systems	
1002	Maintenance Activity, Newport	REALIGN
1993	Naval Education and Training Center, Newport	REALIGN
SOUT	TH CAROLINA	
1991	Myrtle Beach Air Force Base, Myrtle Beach	CLOSE
1993	Charleston Naval Shipyard	CLOSE
1993	Data Processing Center Naval Supply Center, Charleston	CLOSE
1993	Defense Distribution Depot Charleston	DISESTAB
1993	Naval Station Charleston	CLOSE
1993	Fleet and Industrial Supply Center (Naval Supply	
	Center) Charleston	DISESTAB
1995	Naval Reserve Readiness Command Charleston	CLOSE
1995	Fleet and Industrial Supply Center Charleston	CLOSE

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1993 1993 1993 1995	Naval Air Station Memphis Naval Reserve Center Kingsport Naval Reserve Center Memphis Defense Distribution Depot Memphis	REALIGN CLOSE CLOSE CLOSE			
TEXAS	3				
1988 1988 1991 1991 1991	Fort Bliss Naval Station Galveston Bergstrom Air Force Base Carswell Air Force Base Goodfellow Air Force Base	REALIGN CLOSE CLOSE CLOSE REALIGN			
1991	Naval Air Station Chase Field	CLOSE			
1993 1993	Air Force Data Processing Center Computer Service Center, San Antonio Carswell Air Force Base (Fabrication function	CLOSE			
	of the 436th Training Squadron redirected from Dyess AFB to Luke AFB; maintenance training function redirected from Dyess AFB to Hill AFB)	REDIRECT			
1993	Data Processing Center Air Force Military Personnel Center, Randolph AFB	CLOSE			
1993	Data Processing Center Navy Data Automation Facility, Corpus Christi	CLOSE			
1993	Naval Air Station Dallas	CLOSE CLOSE			
1993 1993	Naval Reserve Facility Midland Navy/Marine Corps Reserve Center Abilene	CLOSE			
1993 1995 1995 1995 1995 1995 1995	Red River Army Depot Naval Reserve Center Laredo Bergstrom Air Reserve Base Reese Air Force Base Kelly Air Force Base Defense Distribution Depot San Antonio Red River Army Depot Naval Air Station Corpus Christi	REALIGN CLOSE CLOSE CLOSE REALIGN DISESTAB REALIGN REALIGN			
UTAH					
1988 1993 1993	Fort Douglas Defense Distribution Depot Tooele Defense Logistics Agency Information	CLOSE DISESTAB			
1993 1993 1995 1995	Processing Center, Ogden Naval Reserve Center Ogden Tooele Army Depot Hill Air Force Base (Utah Training and Test Range) Defense Distribution Depot Ogden	CLOSE CLOSE REALIGN REALIGN CLOSE			
VIRG	VIRGINIA				
1988 1988 1988 1988 1988 1991	Cameron Station Defense Mapping Agency (DMA) site, Herndon Manassas Family Housing NIKE Norfolk 85 Housing Woodbridge Housing Site Army Research Institute, Alexandria	CLOSE CLOSE CLOSE CLOSE CLOSE REALIGN			

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1991 1991	Belvoir Research and Development Center, Fort Belvoir Directed Energy and Sensors Basic and Applied Research Element of the Center for Night Vision and	REALIGN
	Electro-Optics, Ft. Belvoir	REALIGN
1991	Harry Diamond Laboratory, Woodbridge	CLOSE
1991	Naval Mine Warfare Engineering Activity, Yorktown	CLOSE
1991	Naval Sea Combat Systems Engineering Station Norfolk	REALIGN
1993	Air Force Data Processing Center 7th	
2775	Communications Group, Pentagon, Arlington	CLOSE
1993	Bureau of Navy Personnel, Arlington	OLOGE
1//3	(Including the Office of Military Manpower	
	Management, Arlington)	REALIGN
1993	Data Processing Center Naval Air Station Oceana	CLOSE
1993	Data Processing Center Naval Supply Center Norfolk	CLOSE
1993	Data Processing Center Navy Recruiting	CLOSL
1//3	Command, Arlington	CLOSE
1993	Defense Logistics Agency Information	CLOSE
1//3	Processing Center, Richmond	CLOSE
1993	Fort Belvoir	REALIGN
1993	Naval Air Systems Command, Arlington	REALIGN
1993	Naval Aviation Depot Norfolk	CLOSE
1993	Naval Electronic Systems Engineering Center, Portsmouth	CLOSE
1993	Naval Facilities Engineering Command, Alexandria	REALIGN
1993	Naval Mine Warfare Engineering Activity,	REALIGN
1//3	Yorktown (Realign to Panama City, FL	
	vice Dam Neck, VA)	REDIRECT
1993	Naval Recruiting Command, Arlington	REALIGN
1993	Naval Reserve Center, Staunton	CLOSE
1993	Naval Sea Systems Command, Arlington	REALIGN
1993	Naval Supply Systems Command, Arlington	KLILION
1//3	(Including Defense Printing Office, Alexandria,	
	VA and Food Systems Office, Arlington, VA)	REALIGN
1993	Naval Surface Warfare Center - Port Hueneme,	TLL HIJ OIV
1//3	Yorktown Detachment, Virginia Beach (Naval	
	Mine Warfare Activity)	REALIGN
1993	Naval Undersea Warfare Center - Norfolk Detachment	DISESTAB
1993	Navy Data Processing Center Naval Computer &	DIOLOTIND
-//5	Telecommunications Area Master Station,	
	Atlantic, Norfolk	CLOSE
1993	Navy Radio Transmission Facility, Driver	CLOSE
1993	Tactical Support Office, Arlington	REALIGN
1993	Vint Hill Farms	CLOSE
1993	Planning, Estimating, Repair, and Alterations Center	
,,,	(Surface) Atlantic, Norfolk	DISESTAB
1993	Naval Electronics Systems Engineering Center Portsmouth	CLOSE
1993	Space and Naval Warfare Systems Command	REALIGN
1993	Office of the General Counsel (Navy)	REALIGN
1993	Office of the Judge Advocate General (Navy)	REALIGN
1993	Office of the Secretary of the Navy (Legislative Affairs,	
	Program Appraisal, Comptroller, Inspector General,	
	and Information)	REALIGN
1993	Office of the Chief of Naval Operations	REALIGN
1993	Office of Civilian Manpower Management (Navy)	REALIGN

1993	International Programs Office (Navy)	REALIGN	
1993	Combined Civilian Personnel Office (Navy)	REALIGN	
		REALIGN	
1993	Navy Regional Contracting Center		
1993	Naval Criminal Investigative Service	REALIGN	
1993	Naval Audit Agency	REALIGN	
1993	Strategic Systems Programs Office (Navy)	REALIGN	
1993	Office of Naval Research	REALIGN	
1993	Office of the Deputy Chief of Staff (Installations		
1//3	& Logistics), U.S. Marine Corps	REALIGN	
1002	Office of the Deputy Chief of Staff (Manpower	TILL ILL OI V	
1993		DEALICM	
	& Reserve Affairs), U.S. Marine Corps	REALIGN	
1993	Marine Corps Systems Command (Clarendon Office)	REALIGN	
1995	Fort Pickett	CLOSE	
1995	Naval Command, Control, and Ocean Surveillance		
	Center, In-Service Engineering East Coast		
	Detachment, Norfolk	CLOSE	
1995	Naval Information Systems Management Center, Arlington	REALIGN	
		DISESTAB	
1995	Naval Management Systems Support Office, Chesapeake		
1995	Fort Lee	REALIGN	
1995	Information Systems Software Center (ISSC)	CLOSE	
WASH	INGTON		
1988	Midway Housing Site	CLOSE	
	Naval Station Puget Sound (Sand Point)	CLOSE	
1988		CLOSE	
1988	Youngs Lake Housing Site	CLOSE	
1991	Naval Station Puget Sound (Sand Point)		
1991	Naval Undersea Warfare Engineering Station Keyport	REALIGN	
1993	Data Processing Center Naval Air Station Whidbey Island	CLOSE	
1993	Data Processing Center Naval Supply Center Puget Sound	CLOSE	
1993	Navy Data Processing Center Trident Refit Facility Bangor	CLOSE	
1993	Planning, Estimating, Repair, and Alterations		
.,,	Center (CV), Bremerton	DISESTAB	
1995	Naval Undersea Warfare Center Keyport	REALIGN	
1995	Camp Bonneville	CLOSE	
1995	Naval Sea Systems Command, Arlington	REDIRECT	
		REDIRECT	
1995	Office of Naval Research		
1995	Space and Naval Warfare Systems Command, Arlington	REDIRECT	
WISC	ONSIN		
1988	Sun Prairie Family Housing	CLOSE	
1995	Naval Reserve Center Sheboygan	CLOSE	
1993	Navai Reserve Center Shebbygan	CLOOL	
WEST VIRGINIA			
1993	Naval Air Facility Martinsburg	CLOSE	
1993	Naval Reserve Center Parkersburg	CLOSE	
-//0			
OTHE	ER CLOSURES AND REALIGNMENTS		
1991	Army Corps of Engineers	REALIGN	

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APPENDIX M CLOSURE AND REALIGNMENTS BY SERVICE BRANCH 1995, 1993, 1991, & 1988

1995 Defense Base Closure and Realignment Commission's Actions

Part I: Major Base Closues

DEPARTMENT OF THE ARMY

Fort McClellan, AL
Fort Chaffee, AR
Oakland Army Base, CA
Fitzsimons Army Medical Center, CO
Savanna Army Depot Activity, IL
Fort Ritchie, MD
Bayonne Military Ocean Terminal, NJ
Seneca Army Depot, NY
Fort Indiantown Gap, PA
Fort Pickett, VA

DEPARTMENT OF THE NAVY

Naval Air Facility, Adak, AK
Naval Shipyard, Long Beach, CA
Ship Repair Facility, GU
Naval Air Warfare Center, Aircraft Division,
Indianapolis, IN
Naval Surface Warfare Center, Crane Division
Detachment, Louisville, KY
Naval Surface Warfare Center, Dahlgren Division
Detachment, White Oak, MD
Naval Air Station, South Weymouth, MA
Naval Air Warfare Center, Aircraft Division,
Warminster, PA

DEPARTMENT OF THE AIR FORCE

McClellan Air Force Base, CA
Ontario International Airport Air Guard Station, CA
Chicago O'Hare International Airport Air Reserve
Station, IL
Roslyn Air Guard Station, NY
Bergstrom Air Reserve Base, TX
Reese Air Force Base, TX

DEFENSE LOGISTICS AGENCY

Defense Distribution Depot McClellan, CA Defense Distribution Depot Memphis, TN Defense Distribution Depot San Antonio, TX Defense Distribution Depot Ogden, UT

Part II: Major Base Realignments

DEPARTMENT OF THE ARMY

Fort Greely, AK
Fort Hunter Liggett, CA
Sierra Army Depot, CA
Fort Meade, MD
Detroit Arsenal, MI
Fort Dix, NJ
Charles E. Kelly Support Center, PA
Letterkenny Army Depot, PA
Fort Buchanan, PR
Red River Army Depot, TX
Fort Lee, VA

DEPARTMENT OF THE NAVY

Naval Air Station, Key West, FL Naval Activities, GU Naval Air Station, Corpus Christi, TX Naval Undersea Warfare Center, Keyport, WA

DEPARTMENT OF THE AIR FORCE

Onizuka Air Station, CA
Eglin Air Force Base, FL
Malmstrom Air Force Base, MT
Grand Forks Air Force Base, ND
Kelly Air Force Base, TX
Hill Air Force Base, UT
(Utah Test and Training Range)

Part III: Smaller Base or Activity Closures, Realignments, Disestablishments or Relocations

DEPARTMENT OF THE ARMY

Branch U.S. Disciplinary Barracks, CA East Fort Baker, CA Rio Vista Army Reserve Center, CA Stratford Army Engine Plant, CT Big Coppett Key, FL Concepts Analysis Agency, MD Fort Holabird, MD Publications Distribution Center Baltimore, MD Hingham Cohasset, MA Sudbury Training Annex, MA Aviation-Troop Support Command (ATCOM), MO Fort Missoula, MT Camp Kilmer, NJ Camp Pedricktown, NJ Bellmore Logistics Activity, NY Fort Totten, NY Recreation Center #2, Fayetteville, NC Information Systems Software Center (ISSC), VA Camp Bonneville, WA

DEPARTMENT OF THE NAVY

Philadelphia, PA

Fleet and Industrial Supply Center Oakland, CA Naval Command, Control and Ocean Surveillance Center, In-Service Engineering West Coast Division, San Diego, CA Naval Personnel Research and Development Center, San Diego, CA Supervisor of Shipbuilding, Conversion and Repair, USN, Long Beach, CA Naval Undersea Warfare Center-Newport Division, New London Detachment, New London, CT Naval Research Laboratory, Underwater Sound Reference Detachment, Orlando, FL Fleet and Industrial Supply Center, GU Public Works Center, GU Naval Biodynamics Laboratory, New Orleans, LA Naval Medical Research Institute, Bethesda, MD Naval Surface Warfare Center, Carderock Division Detachment, Annapolis, MD Naval Aviation Engineering Support Unit Philadelphia, PA Naval Air Technical Services Facility

Naval Air Warfare Center, Aircraft Division
Open Water Test Facility, Oreland, PA
Naval Command, Control and Ocean
Surveillance Center, RDT&E Division
Detachment, Warminster, PA
Fleet and Industrial Supply Center, Charleston, SC
Naval Command, Control and Ocean Surveillance
Center, In-Service Engineering East Coast
Detachment, Norfolk, VA
Naval Information Systems Management Center
Arlington, VA
Naval Management Systems Support Office

Navy/Marine Reserve Activities

Naval Reserve Centers at: Huntsville, AL Stockton, CA Santa Ana, Irvine, CA Pomona, CA Cadillac, MI Staten Island, NY Laredo, TX Sheboygan, WI

Chesapeake, VA

Naval Air Reserve Center at: Olathe, KS

Naval Reserve Readiness Commands at: New Orleans, LA (Region 10) Charleston, SC (Region 7)

DEPARTMENT OF THE AIR FORCE

Real-Time Digitally Controlled Analyzer Processor Activity, Buffalo, NY

DEFENSE LOGISTICS AGENCY

Defense Contract Management District
South Marietta, GA
Defense Contract Management Command
International, Dayton, OH
Defense Distribution Depot Columbus, OH
Defense Distribution Depot Letterkenny, PA
Defense Industrial Supply Center Philadelphia, PA

DEFENSE INVESTIGATIVE SERVICE

Investigations Control and Automation Directorate, Fort Holabird, MD

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Part IV: Changes to Previously Approved BRAC Recommendations

DEPARTMENT OF THE ARMY

Tri-Service Project Reliance, Army Bio-Medical Research Laboratory, Fort Detrick, MD

DEPARTMENT OF THE NAVY

Marine Corps Air Station, El Toro, CA Marine Corps Air Station, Tustin, CA Naval Air Station Alameda, CA Naval Recruiting District, San Diego, CA Naval Training Center, San Diego, CA Naval Air Station, Cecil Field, FL Naval Aviation Depot, Pensacola, FL Navy Nuclear Power Propulsion Training Center Naval Training Center, Orlando, FL Naval Training Center Orlando, FL Naval Air Station, Agana, GU Naval Air Station, Barbers Point, HI Naval Air Facility, Detroit, MI Naval Shipyard, Norfolk Detachment Philadelphia, PA Naval Sea Systems Command, Arlington, VA Office of Naval Research, Arlington, VA Space and Naval Warfare Systems Command Arlington, VA Naval Recruiting Command, Washington, DC Naval Security Group Command Detachment

DEPARTMENT OF THE AIR FORCE

Potomac, Washington, DC

Williams Air Force Base, AZ
Lowry Air Force Base, CO
Homestead Air Force Base, FL
(301st Rescue Squadron)
Homestead Air Force Base, FL
(726th Air Control Squadron)
MacDill Air Force Base, FL
Griffiss Air Force Base, NY (Airfield Support for 10th Infantry [Light] Division)
Griffiss Air Force Base, NY
(485th Engineering Installation Group)

DEFENSE LOGISTICS AGENCY

Defense Contract Management District West, El Segundo, CA

Part V: DoD Recommendations Rejected by the Commission

PROPOSED CLOSURES REJECTED BY THE COMMISSION

Moffett Federal Airfield AGS, CA Naval Health Research Center, San Diego, CA North Highlands Air Guard Station, CA Price Support Center, IL Selfridge Army Garrison, MI Naval Air Station Meridian. MS Naval Technical Training Center, Meridian, MS Naval Air Warfare Center, Aircraft Division Lakehurst, NJ Rome Laboratory, Rome, NY Springfield-Beckley MAP, Air Guard Station, OH Greater Pittsburgh IAP Air Reserve Station, PA Air Force Electronic Warfare Evaluation Simulator Activity, Fort Worth, TX Brooks Air Force Base, TX Defense Distribution Depot Red River, TX

PROPOSED REALIGNMENTS REJECTED BY THE COMMISSION

Robins Air Force Base, GA Fort Hamilton, NY Tinker Air Force Base, OK Hill Air Force Base, UT

PROPOSED REALIGNMENTS REJECTED BY THE COMMISSION AT THE REQUEST OF THE SECRETARY

Caven Point Reserve Center, NJ Kirtland Air Force Base, NM Dugway Proving Ground, UT Valley Grove Area Maintenance Support Activity (AMSA), WV

1993 Defense Base Closure and Realignment Commission's Actions

CLOSURES

DEPARTMENT OF THE ARMY

Vint Hill Farms, VA

DEPARTMENT OF THE NAVY

Naval Station Mobile, AL Naval Air Station Alameda, CA Naval Civil Engineering Laboratory Port Hueneme, CA

Naval Facilities Engineering Command, Western Engineering Field Division San Bruno, CA

Planning, Estimating, Repair, and Alterations (Surface) Pacific San Francisco, CA

Naval Public Works Center San Francisco, CA

Mare Island Naval Shipyard, Vallejo, CA Marine Corps Air Station El Toro, CA

Naval Aviation Depot Alameda, CA

Naval Station Treasure Island, San Francisco, CA

Naval Training Center San Diego, CA

Naval Electronic Security Systems Engineering

Center Washington, DC

Naval Air Station Cecil Field, FL

Fleet and Industrial Supply Center

(Naval Supply Center) Pensacola, FL

Fleet and Industrial Supply Center

(Naval Supply Center) Charlestown, SC

Naval Aviation Depot Pensacola, FL

Naval Training Center Orlando, FL

Naval Air Station Agana, GU

Naval Air Facility Midway Island, HI

Naval Air Station Barbers Point, HI

Naval Air Station Glenview, IL

Navy Radio Transmission Facility Annapolis, MD

Sea Automated Data Systems Activity

Indian Head, MD

Naval Air Facility Detroit, MI

Submarine Maintenance, Engineering, Planning, and Procurement Portsmouth, NH

Naval Air Warfare Center—Aircraft Division Trenton, NI

Department of Defense Family Housing Office Niagara Falls, NY

Naval Station Staten Island, NY

Planning, Estimating, Repair, and Alterations (Surface) Atlantic (HQ), Philadelphia, PA

Naval Station Charleston, SC

Charleston Naval Shipyard, SC

Naval Air Station Dallas, TX

Naval Electronic Systems Engineering Center Portsmouth, VA

Navy Radio Transmission Facility Driver, VA Planning, Estimating, Repair, and

Alterations (Surface) Atlantic Norfolk, VA

Naval Aviation Depot Norfolk, VA

Planning, Estimating, Repair, and

Alterations (CV) Bremerton, WA

Naval Air Facility Martinsburg, WV Naval/Marine Corps Air Facility

(Joint Aviation Facility) Johnstown, PA

Naval Electronic Systems Engineering Center

St. Inigoes, MD

Naval Surface Warfare Center, Dahlgren White Oak Detachment, White Oak MD

Naval Undersea Warfare Center, Norfolk

Detachment, Norfolk, VA

Naval Hospital Orlando, FL

Naval Hospital Oakland, FL

Naval Reserve Centers at:

Gadsden, AL

Montgomery, AL

Fayetteville, AR

Fort Smith, AR

Pacific Grove, CA

Macon, GA

Terre Haute, IN

Hutchinson, KS

Monroe, LA

Parkersburg, WV

New Bedford, MA

Pittsfield, MA

Joplin, MO

St. Joseph, MO

st. Joseph, MO

Great Falls, MT

Missoula, MT

Atlantic City, NJ

Perth Amboy, NJ

Iamestown, NY

Poughkeepsie, NY

Altoona, PA

Kingsport, TN

Memphis, TN

Ogden, UT

Staunton, VA

Chicopee, MA

Quincy, MA

Naval Reserve Facilities at:

Alexandria, LA

Midland, TX

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Navy/Marine Corps Reserve Centers at:

Fort Wayne, IN Lawrence, MA Abilene, TX

Readiness Command Regions at:

Olathe, KS (Region 18) Scotia, NY (Region 2) Ravenna, OH (Region 5)

DEPARTMENT OF THE AIR FORCE

O'Hare International Airport Air Reserve Station, Chicago, IL K.I. Sawyer Air Force Base, MI Plattsburgh Air Force Base, NY Gentile Air Force Station (Defense Electronics Supply Center), OH Newark Air Force Base, OH

DEFENSE LOGISTICS AGENCY

Defense Personnel Support Center Philadelphia, PA Defense Electronics Supply Center, Dayton, OH

Defense Distribution Depots

Defense Distribution Depot Oakland, CA Defense Distribution Depot Pensacola, FL Defense Distribution Depot Charleston, SC Defense Distribution Depot Tooele, UT

Service/Support Activities

Defense Logistics Agency Clothing Factory, Philadelphia, PA

DATA CENTER CONSOLIDATION

Navy Processing Center

Facilities Systems Office, Port Hueneme, CA
Fleet and Industrial Supply Center, San Diego, CA
Naval Air Warfare Center, Weapons Division,
China Lake, CA
Naval Air Warfare Center, Weapons Division,
Point Mugu, CA
Naval Command Control & Ocean Surveillance
Center, San Diego, CA

Navy Regional Data Automation Center San Francisco, CA

Bureau of Naval Personnel, Washington, DC Naval Computer & Telecommunications Station, Washington, DC

Naval Air Station Key West, FL

Naval Computer & Telecommunications Station Pensacola, FL

Naval Air Station Mayport, FL Trident Refit Facility Kings Bay, GA Naval Computer & Telecommunications Area Master Station, EASTPAC, Pearl Harbor, HI Naval Supply Center, Pearl Harbor, HI Enlisted Personnel Management Center New Orleans, LA Naval Computer & Telecommunications Station, New Orleans, LA Naval Air Warfare Center, Aircraft Division, Patuxent River, MD Naval Air Station Brunswick, ME Aviation Supply Office, Philadelphia, PA Naval Supply Center, Charleston, SC Navy Data Automation Facility, Corpus Christi, TX Naval Air Station Oceana, VA Naval Computer & Telecommunications Area Master Station, Atlantic, Norfolk, VA Naval Supply Center, Norfolk, VA Navy Recruiting Command, Arlington, VA Naval Air Station Whidbey Island, WA Naval Supply Center, Puget Sound, WA Trident Refit Facility, Bangor, WA

Marine Corps Data Processing Centers

Marine Corps Air Station El Toro, CA Regional Automated Services Center Camp Pendleton, CA Marine Corps Air Station Cherry Point, NC Regional Automated Services Center Camp Lejeune, NC

Air Force Data Processing Centers

Air Force Military Personnel Center, Randolph AFB, TX Computer Service Center, San Antonio, TX 7th Communications Group, Pentagon Arlington, VA

Defense Logistics Agency Data Processing Centers

Information Processing Center, Battle Creek, MI Information Processing Center, Philadelphia, PA Information Processing Center, Ogden, UT Information Processing Center, Richmond, VA

Defense Information Systems Agency (DISA) Data Processing Centers

Defense Information Technology Service Organization, Indianapolis Information Processing Center, IN Defense Information Technology Service Organization, Kansas City Information Processing Center, MO Defense Information Technology Service Organization, Columbus Annex Dayton, OH Defense Information Technology Services Organization, Cleveland, OH

REALIGNMENTS

DEPARTMENT OF THE ARMY

Anniston Army Depot, AL Presidio of Monterey Annex, CA Fort Monmouth, NJ Red River Army Depot, TX Tooele Army Depot, UT Fort Belvoir, VA

Changes to Previously Approved BRAC 88/91 Recommendations

Presidio of San Francisco, CA (6th Army remains at the Presidio of San Francisco instead of moving to Fort Carson, CO)

Pueblo Army Depot, CO (Redirects supply mission from Defense Distribution Depot Tooele, UT, to new location within the Defense Distribution Depot System)

Rock Island Arsenal, IL (AMCCOM remains at Rock Island, IL instead of moving to Redstone Arsenal, AL)

Letterkenny Army Depot, PA (Systems Integration Management Activity— East remains at Letterkenny Army Depot vice Rock Island, IL)

DEPARTMENT OF THE NAVY

Marine Corps Logistics Base Barstow, CA Naval Weapons Station Seal Beach, CA Naval Security Group Command (Including Security Group Station and Security Group Detachment Potomac), Washington, D.C. Naval Education and Training Center, Newport, RI Naval Air Station Memphis, TN Bureau of Navy Personnel, Arlington, VA (Including the Office of Military Manpower Management, Arlington, VA) Naval Air Systems Command, Arlington, VA Naval Facilities Engineering Command, Alexandria, VA Naval Recruiting Command, Arlington, VA Naval Sea Systems Command, Arlington, VA Naval Supply Systems Command, Arlington, VA (Including Defense Printing Office, Alexandria, VA and Food Systems Office, Arlington, VA)

Naval Surface Warfare Center-Port Hueneme, Virginia Beach Detachment, Virginia Beach, VA Tactical Support Office, Arlington, VA Presidio of Monterey Annex, CA Space and Naval Warfare Systems Command VA Office of the General Counsel (Navy), VA Office of the Judge Advocate General (Navy), VA Office of the Secretary of the Navy (Legislative Affairs, Program Appraisal, Comptroller, Inspector General, and Information), VA Office of the Chief of Naval Operations, VA Office of Civilian Manpower Management (Navy), VA International Programs Office (Navy), VA Combined Civilian Personnel Office (Navy), VA Navy Regional Contracting Center, VA Naval Criminal Investigative Service, VA Naval Audit Agency, VA Strategic Systems Programs Office (Navy), VA Office of Naval Research, VA Office of the Deputy Chief of Staff (Installations & Logistics), U.S. Marine Corps, VA Office of the Deputy Chief of Staff (Manpower & Reserve Affairs), U.S. Marine Corps, VA Marine Corps Systems Command (Clarendon Office), VA

Changes to Previously Approved BRAC 88/91 Recommendations

Hunters Point Annex to Naval Station Treasure Island, CA (Dispose of all property by any lawful manner, including outleasing)

Marine Corps Air Station Tustin, CA (Relocate MCAS Tustin helicopter assets to NAS North Island, NAS Miramar, or MCAS Camp Pendleton)

Naval Electronics Systems Engineering Center San Diego, CA (Consolidate with Naval Electronics Systems Engineering Center Vallejo, CA, into available space in Air Force Plant #19, San Diego, vice new construction)

Naval Electronics Systems Engineering Center Vallejo, CA (Consolidate with Naval Electronics Systems Engineering Center San Diego, CA, into available space in Air Force Plant #19, San Diego, vice new construction)

Naval Mine Warfare Engineering Activity, Yorktown, VA (Realign to Panama City, FL vice Dam Neck, VA)

Naval Weapons Evaluation Facility, Albuquerque, NM (Retain as a tenant of the Air Force)

Presidio of San Francisco (6th Army remains at the Presidio of San Francisco instead of moving to Ft. Carson, CO)

DEPARTMENT OF THE AIR FORCE

March Air Force Base, CA Homestead Air Force Base, FL Griffiss Air Force Base, NY

Changes to Previously Approved BRAC 88/91 Recommendations

Castle Air Force Base, CA (B-52 Combat Crew Training redirected from Fairchild AFB to Barksdale AFB and KC-135 Combat Crew Training from Fairchild AFB to Altus AFB)

Mather Air Force Base, CA (940th Air Refueling Group redirected from McClellan AFB to Beale AFB)

MacDill Air Force Base, Florida (Airfield to be operated by the Department of Commerce or another federal agency. Joint Communications Support Element stays at MacDill vice relocating to Charleston AFB.)

Chanute Air Force Base, IL (Metals Technology and Aircraft Structural Maintenance training courses from Chanute AFB to Sheppard AFB redirected to NAS Memphis)

Rickenbacker Air National Guard Base, OH (Retain 121st Air Refueling Wing and the 160th Air Refueling Group in a cantonment area at Rickenbacker ANGB instead of Wright-Patterson AFB, OH, and operate as tenants of the Rickenbacker Port Authority [RPA] on RPA's airport.)

Carswell Air Force Base, TX (Fabrication function of the 436th Training Squadron redirected from Dyess AFB to Luke AFB; maintenance training function redirected from Dyess AFB to Hill AFB)

DEFENSE LOGISTICS AGENCY

Regional Headquarters

Defense Contract Management District West El Segundo, CA Defense Contract Management District Northcentral, Chicago, IL Defense Contract Management District Midatlantic, Philadelphia, PA

1991 Defense Base Closure and Realignment Commission's Actions

CLOSURES

DEPARTMENT OF THE ARMY

Fort Ord, CA Sacramento Army Depot, CA Fort Benjamin Harrison, IN Fort Chaffee, AR Fort Devens, MA Harry Diamond Laboratory, Woodbridge, VA U.S. Army Institute of Dental Research Washington, D.C.

DEPARTMENT OF THE NAVY

Hunters Point Annex, San Francisco, CA Integrated Combat Systems Test Facility San Diego, CA Naval Air Station Moffett Field, Sunnyvale, CA Naval Electronic Systems Engineering Center San Diego, CA Naval Electronic Systems Engineering Center, Vallejo, CA Naval Space Systems Activity, Los Angeles, CA Naval Station Long Beach, Long Beach, CA Marine Corps Air Station Tustin, CA Naval Ocean Systems Center Detachment Kaneohe, HI Naval Weapons Evaluation Facility Albuquerque, NM Naval Station Philadelphia, Philadelphia, PA Philadelphia Naval Shipyard, Philadelphia, PA Construction Battalion Center Davisville, RI Naval Air Station Chase Field, Beeville, TX Naval Mine Warfare Engineering Activity Yorktown, VA Naval Station Puget Sound (Sand Point) Seattle, WA

DEPARTMENT OF THE AIR FORCE

Eaker Air Force Base, AR Williams Air Force Base, AZ Castle Air Force Base, CA Lowry Air Force Base, CO Grissom Air Force Base, IN England Air Force Base, LA Loring Air Force Base, ME

Wurtsmith Air Force Base, MI Richards-Gebaur Air Reserve Station, MO Rickenbacker Air National Guard Base, OH Myrtle Beach Air Force Base, SC Bergstrom Air Force Base, TX Carswell Air Force Base, TX

REALIGNMENTS

DEPARTMENT OF THE ARMY

Army Corps of Engineers

Fort Rucker, AL Letterman Army Institute of Research Presidio of San Francisco, CA Walter Reed Army Institute of Research Microwave Bioeffects Research. Washington, DC Armament, Munitions, and Chemical Command, Rock Island Arsenal, IL Fort Polk, LA Army Materials Technology Laboratory, Watertown, MA Fuze Development and Production Harry Diamond Laboratories, Adelphi, MD Ground Vehicle Propulsion Basic and Applied Research, Warren, MI Aviation Systems Command and Troop Support Command, St. Louis, MO Electronic Technology Device Laboratory, Fort Monmouth, NJ Fort Dix, NI Battlefield Environmental Effects Element Atmospheric Science Laboratory White Sands Missile Range, NM Letterkenny Army Depot, PA Army Research Institute, Alexandria, VA Belvoir Research and Development Center Fort Belvoir, VA Directed Energy and Sensors Basic and Applied Research Element of the Center for Night Vision and Electro-Optics Fort Belvoir, VA

DEPARTMENT OF THE NAVY

Fleet Combat Direction Systems Support Activity San Diego, CA Naval Weapons Center, China Lake, CA Pacific Missile Test Center, Point Mugu, CA Naval Underwater Systems Center Detachment New London, CT

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Naval Coastal Systems Center, Panama City, FL Naval Air Facility Midway Island, HI Naval Avionics Center, Indianapolis, IN Naval Weapons Support Center, Crane, IN Naval Ordnance Station, Louisville, KY Naval Undersea Warfare Engineering Station, Keyport, WA David Taylor Research Center Detachment Annapolis, MD Naval Ordnance Station, Indian Head, MD Naval Surface Warfare Center Detachment White Oak, MD Naval Air Engineering Center, Lakehurst, NJ Naval Air Propulsion Center, Trenton, NJ Naval Air Development Center, Warminster, PA Trident Command and Control Systems Maintenance Activity, Newport, RI Naval Sea Combat Systems Engineering Station Norfolk, VA

DEPARTMENT OF THE AIR FORCE

Beale Air Force Base, Marysville, CA March Air Force Base, Riverside, CA Mather Air Force Base, Rancho Cordova, CA MacDill Air Force Base, Tampa, FL Mountain Home Air Force Base, Mountain Home, ID Goodfellow Air Force Base, San Angelo, TX

1988 Defense Secretary's Commission Base Closure and Realignment Actions

CLOSURES

DEPARTMENT OF THE ARMY

Alabama Army Ammunition Plant, AL Coosa River Storage Annex, AL Navajo Army Depot Activity, AZ Hamilton Army Airfield, CA Presidio of San Francisco, CA

Bennett Army National Guard Facility, Arapahoe County, CO

Family Housing Ansonia, CT 04

Family Housing East Windsor, CT 08

Family Housing Fairfield, CT 65

Family Housing Manchester, CT 25 Family Housing Middletown, CT 48

Family Housing Milford, CT 17

Family Housing New Britain, CT 74

Family Housing Orange, CT 15

Family Housing Plainville, CT 67

Family Housing Portland, CT 36

Family Housing Westport, CT 73 Family Housing Shelton, CT 74

Cape St. George, FL

Kapalama Military Reservation Phase III, HI

Fort Des Moines, IA Fort Sheridan, IL

USARC Addison Housing, IL Worth Family Housing, IL

Indiana Army Ammunition Plant, IN

Jefferson Proving Ground, IN

Lexington—Bluegrass Army Depot, KY New Orleans Military Ocean Terminal, LA

Army Material Technology Laboratory, MA

Family Housing Bedford, MA 85

Family Housing Beverly, MA 15

Family Housing Burlington, MA 84

Family Housing Hull, MA 36

Family Housing Nahant, MA 17

Family Housing Randolph, MA 55

Family Housing Swansea, MA 29

Family Housing Topsfield, MA 05

Family Housing Wakefield, MA 03 Army Reserve Center Gaithersburg, MD

Former NIKE site at Aberdeen Proving Ground, MD

NIKE Washington-Baltimore, MD

Pontiac Storage Facility, MI

NIKE Kansas City 30, MO

St. Louis Area Support Center Wherry Housing, MO

NIKE NY 54 Housing, NI

NIKE NY 60 Housing, NJ

NIKE NY 79/80 Housing, NJ

NIKE NY 93/94, NJ

NIKE Philadelphia 41/43, NJ

Fort Wingate Ammunition Storage Depot, NM

Dry Hill Family Housing, NY Manhattan Beach Housing, NY

NIKE NY 01 Housing, NY

NIKE NY 25, NY

NIKE NY 99 Housing, NY

Coraopolis Family Housing Site 71, PA Coraopolis Family Housing Site 72, PA

Irwin Support Detachment Annex, PA

Pitt 02 Family Housing, PA

Pitt 03 Family Housing, PA

Pitt 25 Family Housing, PA

Pitt 37 Family Housing, PA

Pitt 43 Family Housing, PA

Pitt 42 Family Housing, PA

Pitt 52 Family Housing, PA

Tacony Warehouse, PA

Family Housing Davisville, RI

Family Housing North Smithfield 99, RI

Fort Douglas, UT Cameron Station, VA

Manassas Family Housing, VA

NIKE Norfolk 85 Housing, VA

Woodbridge Housing Site, VA

Midway Housing Site, WA

Youngs Lake Housing Site, WA

Sun Prairie Family Housing, WI

DEPARTMENT OF THE NAVY

Construction for Naval Station San Francisco (Hunters Point), CA

Salton Sea Test Base, Imperial County, CA

Naval Reserve Center (Coconut Grove) Miami, FL

Naval Station Lake Charles, LA

Naval Station New York (Brooklyn), NY

Naval Hospital Philadelphia, PA

Naval Station Galveston, TX

Naval Station Puget Sound (Sand Point), WA

DEPARTMENT OF THE AIR FORCE

George Air Force Base, CA

Mather Air Force Base, CA

Norton Air Force Base, CA

Chanute Air Force Base, IL

Pease Air Force Base, NH

INTERSERVICE

Defense Mapping Agency site, Herndon, VA

REALIGNMENTS

DEPARTMENT OF THE ARMY

Pueblo Army Depot, CO
Fort Devens, MA
Fort Detrick, MD
Fort Holabird, MD
Fort Meade, MD
Fort Dix, NJ
Fort Monmouth, NJ
Umatilla Army Depot, OR
Fort Bliss, TX

DEPARTMENT OF THE NAVY

Naval Station San Francisco (Hunters Point), CA

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APPENDIX N DOD RECOMMENDATIONS MODIFIED OR REJECTED BY COMMISSIONS: 1995, 1993, & 1991

1995 Commission

	A Company of the Comp	
Installation	ecommended Action	Commission Action
Army		
Fort Greely, AK	Realign	Realign (amended)
Fort Pickett, VA	Close	Close (amended)
Fort Indiantown Gap, PA	Close	Close (amended)
Fort Chaffee, AR	Close	Close (amended)
Fort McClellan, AL	Close	Close (amended)
Fort Ritchie, MD	Close	Close (amended)
Selfridge Army Garrison, MI	Close	Open
Price Support Center, IL	Close	Open
Fort Buchanan, PR	Realign	Realign (amended)
Kelly Support Center, PA	Realign	Realign (amended)
Fort Hamilton, NY	Close	Open
Sierra Army Depot, CA	Realign	Realign (amended)
Bayonne Military Ocean	C	
Terminal, NJ	Close	Close (amended)
Fitzsimons Army Medical Center, CO	Close	Close (amended)
Caven Point Reserve Center, NJ	Close	Open (DoD request)
Letterkenny Army Depot, PA	Realign	Realign (amended)
Red River Army Depot, TX	Close	Realign
Dugway Proving Ground, UT	Realign	Open (DoD request)
Valley Grove Area Maintenance		
Support Activity, WV	Close	Open (DoD request)
Navy		
Naval Activities, Guam	Realign	Realign (amended)
Fleet and Industrial Supply		
Center, Guam	Disestablish	Disestablish (amended)
Naval Air Station Meridian, MS	Close	Open
Naval Technical Training Center,	-1	_
Meridian, MS	Close	Open
Naval Air Station Corpus	- v	
Christi, TX	Realign	Realign as necessary
Naval Air Station Key West, FL	Realign	Realign (DoD request)
Naval Health Research Center,	D: . 11/1	
San Diego, CA	Disestablish	Open
Naval Management Systems	Discould t	D. 4. (1017 1 5
Support Office, Chesapeake, VA	Disestablish	Distestablish (amended)

Naval Surface Warfare Center,

Louisville, KY

Close (amended)

Naval Air Warfare Center, Aircraft

Division, Indianapolis, IN

Close

Close

Close (amended)

Open (DoD request)

Realign (amended)

Realign (Amended)

Close (Amended)

Naval Air Warfare Center, Aircraft

Division, Lakehurst, NJ

Close

Open

Open

Open

Close

Open

Open

Open

Air Force

Rome Laboratory, NY

Kirtland AFB, NM Brooks AFB, TX

Kelly AFB-ALC, TX

McClellan AFB-ALC, CA Greater Pittsburgh IPA ARS, PA Moffett Federal Airfield AGS, CA North Highlands AGS, CA

Grand Forks AFB, ND Roslyn AGS, NY

Springfield-Beckley AGS, OH Robins Air Force Base, GA Tinker Air Force Base, OK Air Force Electronic Warfare

Evaluation Simulator Activity,

Fort Worth, TX Hill Air Force Base, UT Close Close

Close

Realign (Depot) Realign Close

Close Close Realign Close

Close Realign (Depot) Realign (Depot)

Disestablish Realign (Depot) Open Open

Open

Open Open

Defense Logistics Agency

Defense Distribution Depot,

Ogden, UT Red River Distribution Depot, TX Close Close Close (Amended)

Open

1995 REDIRECTS

Changes to Previously Approved 1988 Recommendations - Army

Fort Holabird, MD

Relocate all tenants except for Defense Investigative Service Close

Changes to Previously Approved 1991 Recommendations - Army

Fort Detrick, MD (Tri-Service

Project Reliance)

Wright-Patterson AFB received toxicology research

Aberdeen Proving

Ground receiver

Changes to Previously Approved 1993 Recommendations - Navy

Naval Air Station, Agana, Guam

Unspecified receiver

Marine Corps Air Stations, El Toro and Tustin, CA

Specified receivers

Unspecified receivers

Changes to Previously Approved 1993 Recommendations - Air Force

Griffis AFB, NY (485th EIG)

Transfer units to Kelly, McClellan AFBs

Andersen AFB is receiver

No receiver specified

Lowry Air Force Base, CO

Inactivate

Close Facilities

1993 Commission

1))) Commission		
Installation	Recommended Action	Commission Action
Army		
Fort McClellan, AL	Close	Open
Letterkenny Army Depot, PA	Realign	Open
Presidio of Monterey Annex, CA	None	Realign
riesidio of Monterey Affilex, CA	None	Realigh
Navy		
Naval Air Station Agana, Guam	None	Close
Naval Air Facility Martinsburg, WV	None	Close
Naval Air Facility Johnstown, PA	None	Close
Naval Hospital, Charleston, SC	Close	Open
Naval Air Station Meridian, MS	Close	Open
Naval Air Station South	Close	
Weymouth, MA		•
Naval Supply Center Charleston, SC	Disestablish	Realign
Naval Supply Center Oakland, CA	Close	Open
Naval Submarine Base	Realign	Open
New London, CA	O	1
Aviation Supply Office, PA	Close	Open
Naval Air Technical Services	Close	Open
Facility, Philadelphia, PA		1
Naval Electronic Security Systems	Disestablish	Open
Engineering Center, Charleston, SC		r
Naval Electronic Systems	Receive	Close
Engineering Center, Portsmouth, VA		
Naval Surface Warfare	Disestablish	Open
Center Carderock Annapolis		- P
Detachment, Annapolis, MD		
Navy and Marine Corps Reserve	None	Close
Center, Lawrence, MA	1.0120	3,000
Naval Reserve Center,	None	Close
Chicopee, MA	rone	Close
Naval Reserve Center,	None	Close
Quincy, MA		3,000
-		
Air Force		
Plattsburgh AFB, NY	None	Close
Homestead AFB, FL	Close	Realign
McGuire AFB, NJ	Realign	Open
Gentile AFS, OH	None	Close
Ogden ALC, Hill AFB, UT	None	Realign
Defense Logistics Agency		
	Delegate	Omor
Defense Industrial Supply	Relocate	Open
Center, PA	Diggetablish	0
Defense Reutilization &	Disestablish	Open
Marketing Service, MI		
Defense Personnel Support	Class Notes	Class
Center, Philadelphia, PA	Close, Relocate	Close,
		amend Relocate

Defense Logistics Services

Center, Battle Creek, MI Defense Distribution Depot Disestablish

Open

Letterkenny, PA

Close

Open

1993 REDIRECTS

Changes to Previously Approved 88/91 Recommendations — Army

Presidio of San Francisco, CA

Send 6th Army to

Keep 6th Army at

Ft Carson

Presidio of SF

Letterkenny Army Depot, PA

Send functions to

Realign

Rock Island

Keep functions at Letterkenny

Changes to Previously Approved 88/91 Recommendations — Navy

Marine Corps Air Station,

None

Realign

Tustin, CA

Changes to Previously Approved 88/91 Recommendations — Air Force

Bergstrom AFB, TX

Close

Open

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1991 Commission

Installation	Recommended Action	Commission Action
Army		
Fort McClellan, AL Fort Dix, NJ Fort Chaffee, AR Army Corps of Engineers	Close Close Close None	Open Realign Realign Realign
Navy		
Naval Air Station Whidbey Island, WA	Close	Open
Naval Training Center Orlando, FL	Close	Open
RDT&E & Fleet Support Activities	Close 10/Realign 16	Close 7/Realign 17
Air Force		
Moody AFB, GA	Close	Open

APPENDIX O HEARINGS HELD BY THE COMMISSION 1995, 1993 & 1991

1995 Commission

Washington, D.C. Hearings

March 1, 1995

Presentation of the Department of Defense Recommendations
Secretary of Defense William J. Perry;
Chairman of the Joint Chiefs of Staff
General John M. Shalikashvili, USA; and
Deputy Secretary of Defense John M. Deutch
106 Dirksen Senate Office Building

March 1, 1995

Presentation of Department of Defense Methodology Joshua Gotbaum, Assistant Secretary of Defense (Economic Security) 106 Dirksen Senate Office Building

March 6, 1995

Presentation of Recommendations and Methodology for Services' Selection Process Secretary of the Navy John H. Dalton;
Admiral Jeremy M. Boorda, Chief of Naval Operations; General Carl E. Mundy, Jr., Commandant of the Marine Corps; and Assistant Secretary of the Navy Robert B. Pirie, Jr. (Installations and Environment) 345 Cannon House Office Building

March 6, 1995

Presentation of Recommendations and Methodology for Services' Selection Process Secretary of the Air Force Sheila E. Widnall; General Ronald R. Fogleman, Chief of Staff of the Air Force; Major General Jay D. Blume, Jr., Special Assistant to the Chief of Staff for Base Realignment and Transition; Mr. James Boatright, consultant to the Secretary; and General Thomas S. Moorman, Vice Chief of Staff of the Air Force
345 Cannon House Office Building

March 7, 1995

Presentation of Recommendations and
Methodology for Services' Selection Process
Secretary of the Army Togo D. West, Jr.;
General Gordon R. Sullivan, Chief of Staff,
Army; Assistant Secretary of the Army
(Installations, Logistics, and Environment)
Robert M. Walker; and Brigadier General
James E. Shane, Jr., Director of Management,
Office of the Chief of Staff, Army
106 Dirksen Office Building

March 7, 1995

Presentation of Recommendations and Methodology for Defense Agencies' Selection Major General Lawrence P. Farrell, Jr., USAF, Principal Deputy Director, Defense Logistics Agency; and Mr. John F. Donnelly, Director, Defense Investigative Service 106 Dirksen Office Building

March 16, 1995

Presentation by Elected Officials and
Private-Sector Groups on Reuse Issues
Senator David Pryor (D-AR); Mayor Joseph A.
Griffo (Rome, NY), The United States Conference of Mayors; Councilmember John Maxwell (Myrtle Beach, SC), National League of Cities; Commissioner Doug Bovin (Delta County, Gladstone, MI), National Association of Counties; City Manager Walter V. Graham (Vallejo, CA), International City/County Management Association; Mr. Brad Arvin, National Association of Installation Developers; and Mr. William Tremayne, Business Executives for National Security
216 Hart Senate Office Building

March 16, 1995

Presentation of Government Officials Testimony on Reuse Issues Joshua Gotbaum, Assistant Secretary of Defense (Economic Security); Ms. Sherri Goodman, Deputy Under Secretary of Defense (Environmental Security); Mr. Alan K. Olsen, Director of Air Force Base Conversion Agency, Department of the Air Force; Colonel Dennis C. Cochrane, Chief. Base Realignment and Closure Office, Department of the Army; Rear Admiral Patrick Drennon, Director of Facilities & Engineering Division, Department of the Navy; Mr. William Ginsberg, Assistant Secretary of Commerce for Economic Development; Mr. James Van Erden, Administrator, Work-Based Learning, Department of Labor; and Mr. Timothy Fields, Deputy Assistant Administrator for Solid Waste and Emergency Response, Environmental Protection Agency

216 Hart Senate Office Building

April 17, 1995

Presentation of GAO Report on the Department of Defense Analyses Supporting Proposed Closures and Realignments

Mr. Henry L. Hinton, Assistant Comptroller General, National Security and International Affairs; Mr. David Warren, Director, Defense Management and NASA Issues; and Mr. Barry W. Holman, Assistant Director, Defense Management and NASA Issues

216 Hart Senate Office Building

April 17, 1995

Presentation of the Department of Defense's Joint Cross-Service Group

Mr. James Klugh, Deputy Under Secretary of Defense for Logistics; Mr. Louis C. Finch, Deputy Under Secretary of Defense for Readiness; Edward D. Martin, MD, Principal Deputy Assistant Secretary of Defense for Health Affairs; Mr. Philip E. Coyle, Director, Operational Test and Evaluation; Mr. John A. Burt, Director, Test, Systems Engineering and Evaluation; Dr. Craig Dorman, Deputy Director (Laboratory Management); Brigadier General James E. Shane, Jr., Director of Management, Office of the Chief of Staff, Army; Mr. Charles Nemfakos, Vice Chairman, Navy Base Structure Evaluation Committee; Major General Jay D. Blume, Jr., Special Assistant to the Chief of Staff of the Air Force for Base Realignment and Transition; and Ms. Cathy Kelleher, Defense Logistics Agency BRAC Working Group 216 Hart Senate Office Building

May 10, 1995

Commission Deliberations/Votes on Additions to the Secretary's List for Further Consideration 216 Hart Senate Office Building

June 12-13, 1995

Congressional Testimony on Military Facility Closures and Realignments 345 Cannon House Office Building (June 12) 216 Hart Senate Office Building (June 13)

June 14, 1995

Testimony from Department of Defense Officials Regarding the Additional Bases Added to the Closure and Realignment List by the Commission on May 10, 1995

Assistant Secretary of Defense (Economic Security) Joshua Gotbaum; Deputy Assistant Secretary of Defense (Installations) Robert E. Bayer; Secretary of the Army Togo D. West, Jr.; General Gordon R. Sullivan, USA, Chief of Staff, Army; Assistant Secretary of the Army (Installations and Environment) Robert M. Walker; Brigadier General James E. Shane, Jr., USA, Director of Management, Office of the Chief of Staff, Army; Secretary of the Navy John H. Dalton; Admiral Jeremy M. Boorda, USN, Chief of Naval Operations; General Carl E. Mundy, Jr., USMC, Commandant of the Marine Corps; Robert B. Pirie, Assistant Secretary of the Navy; Secretary of the Air Force Sheila E. Widnall; General Ronald R. Fogleman, Chief of Staff of the Air Force; Major General Jay D. Blume, Special Assistant to the Air Force Chief of Staff for Base Realignment and Transition; James Boatright, Consultant to the Secretary of the Air Force; Lieutenant General George T. Babbitt, Jr., USAF, Principal Deputy Director, Defense Logistics Agency; Ms. Marge V. McMananay, BRAC Team Chief, Defense Logistics Agency 216 Hart Senate Office Building

June 22-23, 1995

Commission Final Deliberations 216 Hart Senate Office Building

Regional Hearings

March 29, 1995

Territory of Guam Regional Hearing Guam Legislature

March 30, 1995

Grand Forks, North Dakota, Regional Hearing Chester Fritz Auditorium University of North Dakota

March 31, 1995

Great Falls, Montana, Regional Hearing Great Falls Civic Center

April 4, 1995

Birmingham, Alabama, Regional Hearing The Boutwell Municipal Auditorium

April 12, 1995

Chicago, Illinois, Regional Hearing The Rosemont Convention Center

April 19, 1995

Dallas, Texas, Regional Hearing Dallas Convention Center

April 20, 1995

Albuquerque, New Mexico, Regional Hearing Albuquerque Convention Center

April 24, 1995

Delta Junction, Alaska, Regional Hearing Delta Junction High School

April 28, 1995

San Francisco, California, Regional Hearing The Westin Hotel

May 4, 1995

Baltimore, Maryland, Regional Hearing University of Maryland, Baltimore County

May 5, 1995

New York, New York, Regional Hearing USS Intrepid Sea-Air-Space Museum

May 25, 1995

San Francisco, California, Regional Hearing Naval Station, Treasure Island

May 31, 1995

Chicago, Illinois, Regional Hearing The O'Hare Hilton

June 3, 1995

Boston, Massachusetts, Regional Hearing The John F. Kennedy Library

June 9, 1995

Atlanta, Georgia, Regional Hearing The Fox Theater

June 10, 1995

Fort Worth, Texas, Regional Hearing Fort Worth/Tarrant County Convention Center

1993 Commission

Washington, D.C. Hearings

March 15, 1993

Presentation of the Secretary's Recommendations 2118 Rayburn House Office Building

March 16, 1993

Policy and Methodology in the Secretary's Recommendations 2212 Rayburn House Office Building

March 22, 1993

Environmental Issues, Methodology, and Policy 334 Cannon House Office Building

March 29, 1993

Base Closure Account and Execution, Budget Impact and Public Policy G50 Dirksen Senate Office Building

April 5, 1993

Strategic Defense/Chemical Issues, Military Family/Retiree Issues 1100 Longworth House Office Building

April 12, 1993

Economic Issues
1100 Longworth House Office Building

April 19, 1993

Presentation of GAO's Analysis of the Secretary's Recommendations and Selection Process for Closures and Realignments G50 Dirksen Senate Office Building

May 21, 1993

Commission Deliberations/Vote on Additions to the Secretary's List for Further Consideration 1100 Longworth House Office Building

June 14-16, 1993

Congressional Testimony on Military Facility Closures and Realignments 216 Hart Senate Office Building

June 17-18, 1993

Commission Deliberations 325 Russell Senate Office Building (June 17) 216 Hart Senate Office Building (June 18)

June 23-27, 1993

Commission Final Deliberations 216 Hart Senate Office Building (June 23-24) 2167 Rayburn House Office Building (June 25) G50 Dirksen Senate Office Building (June 26-27)

Regional Hearings

April 20-21, 1993

Mid-Atlantic Regional Hearing Arlington, Virginia Gunston Arts Center

April 25-26, 1993

Oakland, California, Regional Hearing Henry J. Kaiser Convention Center

April 27, 1993

San Diego, California, Regional Hearing Holiday Inn on the Bay

May 1-2, 1993

Charleston, South Carolina, Regional Hearing Gaillard Municipal Auditorium

May 3, 1993

Orlando, Florida, Regional Hearing Orlando Expo Center

May 4, 1993

Birmingham, Alabama, Regional Hearing Boutwell Municipal Auditorium

May 9-10, 1993

Newark, New Jersey, Regional Hearing Symphony Hall

May 11, 1993

Boston, Massachusetts, Regional Hearing State House, Gardner Auditorium

May 12, 1993

Detroit, Michigan, Regional Hearing McGregor Memorial Conference Center

June 1, 1993

Columbus, Ohio, Regional Hearing Whitehall Civic Center

June 2, 1993

Grand Forks. North Dakota, Regional Hearing University of North Dakota

June 3, 1993

San Diego, California, Regional Hearing Holiday Inn on the Bay

June 4, 1993

Spokane, Washington, Regional Hearing City Council Chambers

June 6, 1993

Corpus Christi, Texas, Regional Hearing Bayfront Plaza Convention Center

June 8-9, 1993

Atlanta, Georgia, Regional Hearing Russell Federal Building

June 11, 1993

Norfolk, Virginia, Regional Hearing Chrysler Hall

June 12, 1993

Boston, Massachusetts, Regional Hearing State House, Gardner Auditorium

1991 Commission

Washington, D.C. Hearings

April 15, 1991

Presentation of Department of Defense Recommendations 1100 Longworth House Office Building

April 26, 1991

Presentation of Force Structure Plan and Department of Defense Methodology 1100 Longworth House Office Building

May 10, 1991

Presentation on Land Value, Environment, and Economic Impact 1100 Longworth House Office Building

May 17, 1991

Presentation of GAO Report on the Department of Defense Analyses Supporting Proposed Closures and Realignments 1100 Longworth House Office Building

May 21-22, 1991

Congressional Testimony on Military Facility Closures and Realignments 215 Dirksen Senate Office Building

June 5, 1991

Testimony on the Army Corps of Engineers 2167 Rayburn House Office Building

June 6-7, 1991

Commission Deliberations
Office of Thrift Supervision, Washington, D.C.

June 13-14, 1991

Commission Deliberations General Services Administration Building Washington, D.C.

June 27, 28, 30, 1991

Commission Deliberations 2167 Rayburn House Office Building 1100 Longworth House Office Building

Regional Hearings

May 6-7, 1991

San Francisco, California, Regional Hearing California Palace of the Legion of Honor

May 8, 1991

Los Angeles, California, Regional Hearing California Museum of Science and History Kinsey Auditorium

May 13, 1991

Denver, Colorado, Regional hearing Denver Auditorium

May 14, 1991

Fort Worth, Texas, Regional Hearing Will Rogers Memorial Center

May 23, 1991

Jacksonville, Florida, Regional Hearing Prime F. Osborn Convention Center

May 24, 1991

Philadelphia, Pennsylvania, Regional Hearing Philadelphia Civic Center

May 28, 1991

Boston, Massachusetts, Regional Hearing State House, Gardner Auditorium

May 30, 1991

Indianapolis, Indiana, Regional Hearing Indianapolis Convention Center

June 17, 1991

San Diego, California, Regional Hearing Marine Corps Recruit Depot

June 17, 1991

Washington, D.C., Regional Hearing 334 Cannon House Office Building

June 18, 1991

San Angelo, Texas, Regional Hearing San Angelo Civic Auditorium

June 20, 1991

Regional Hearing Plattsburgh Air Force Base, New York

June 21, 1991

Regional Hearing Temple Theatre, Meridian, Mississippi

June 21, 1991

Regional Hearing Kingsville Naval Air Station, Texas

APPENDIX P COMMISSIONER AND STAFF BASE VISITS

1995 Commission 206 Military Activities Visited

ARMY

Fort Greely, AK Fort Wainwright, AK Anniston Army Depot, AL Fort McClellan, AL Redstone Arsenal, AL

Space and Strategic Defense Command, AL

Fort Chaffee, AR
East Fort Baker, CA
Fort Hunter Liggett, CA
Oakland Army Base, CA
Sierra Army Depot, CA
Eitzsimons Army Medical

Fitzsimons Army Medical Center, CO

Fort Carson, CO

Stratford Army Engine Plant, CT

Price Support Center, IL

Savanna Army Depot Activity, IL

Publication Distribution Center, Baltimore, MD

Concepts and Analysis Agency, MD

Fort Holabird, MD Fort Meade, MD Fort Ritchie, MD Detroit Arsenal, MI

Selfridge Army Garrison, MI Aviation-Troop Command, MO

Fort Leonard Wood, MO

Publication Distribution Center, St. Louis, MO

Bayonne Military Ocean Terminal, NJ Caven Point U.S. Army Reserve Center, NJ

Fort Dix, NJ
Fort Monmouth, NJ
Fort Drum, NY
Fort Hamilton, NY
Fort Totten, NY

Seneca Army Depot, NY Watervliet Army Arsenal, NY

McAlester Army Ammunition Plant, OK

Fort Indiantown Gap, PA Kelly Support Center, PA Letterkenny Army Depot, PA
Tobyhanna Army Depot, PA
Fort Buchanan, PR
Fort Bliss, TX
Red River Army Depot, TX
Dugway Proving Ground, UT
Fort Lee, VA
Fort Pickett, VA
Information Systems Software Center, VA

NAVY

Naval Air Warfare Center, Weapons Division, China Lake, CA

Engineering Field Activity West, CA

Fleet and Industrial Supply Center Oakland, CA Naval Air Warfare Center, Weapons Division, Point Mugu, CA

Naval Aviation Depot North Island, CA

Naval Command, Control, and Ocean Surveillance Center San Diego, CA

Naval Health Research Center, CA

Naval Command, Control, and Ocean Surveillance Center, In-Service

Engineering, West Coast Division, San Diego, CA

Navy Personnel R&D Center, CA Naval Postgraduate School, CA Long Beach Naval Shipyard, CA

Naval Warfare Assessment Division, Corona, CA Construction Battalion Center Port Hueneme, CA Supervisor of Shipbuilding, Conversion, and

Repair, San Francisco, CA

Naval Undersea Warfare Center, New London, CT

Submarine Base New London, CT

Washington Navy Yard, DC

Defense Contractor Management Command South, Marietta. GA

Naval Air Station Atlanta, GA

Fleet & Industrial Supply Center, Guam

Naval Activities, Guam

Naval Air Station Agana, Guam

Ship Repair Facility, Guam Naval Magazine Lualualei, HI

Naval Air Warfare Center, Aircraft Division,

Indianapolis, IN

Naval Surface Warfare Center, Crane Division, Crane, IN

Naval Surface Warfare Center, Crane Division Detachment, Louisville, KY

Naval Air Station South Weymouth, MA

Naval Medical Research Institute, MD

Naval Surface Warfare Center, Carderock Division Detachment, Annapolis, MD

Naval Surface Warfare Center, Dahlgren Division Detachment, White Oak, MD

Naval Air Warfare Center, Aircraft Division Patuxent River, MD

St. Inigoes Naval Command, Control, and Ocean Surveillance Center, MD

Naval Air Station New Brunswick, ME

Naval Shipyard Portsmouth, ME

Naval Air Station Meridian, MS

Marine Corps Air Station Cherry Point, NC

Naval Air Warfare Center, Lakehurst, NJ

Naval Aviation Engineering Service Unit Philadelphia, PA

Naval Air Technical Services Facility Philadelphia, PA

Naval Air Warfare Center Warminster, PA

Naval Command, Control & Ocean Surveillance Center, RDT&E Division Detachment, Warminster, PA

Naval Surface Warfare Center, Carderock Division Detachment, Philadelphia, PA

Naval Air Warfare Center Open Water Test Facility Oreland, PA

Naval Station Roosevelt Roads, PR

Naval Education and Training Center Newport, RI

Naval Undersea Warfare Center Newport, RI

Weapon Station Charleston, SC

Naval Air Station Memphis, TN

Naval Air Station Corpus Christi, TX

Naval Air Station Kingsville, TX

Naval Air Station Oceana, VA

Norfolk Naval Shipvard, VA

Office of Naval Research Arlington, VA

Space and Naval Warfare Systems Command, Arlington, VA

AIR FORCE

Luke Air Force Base, AZ Williams Air Force Base, AZ McClellan Air Force Base, CA Moffett Federal Airfield Air Guard Station, CA Onizuka Air Station, CA Sacramento Air Logistics Center, CA Falcon Air Force Base, CO
Peterson Air Force Base, CO
Eglin Air Force Base, FL
Homestead Air Reserve Base, FL
MacDill Air Force Base, FL
Patrick Air Force Base, FL
Robins Air Force Base, GA
Warner-Robins Air Logistics Center, GA
Chicago O'Hare IAP Air Reserve Station, IL
Minneapolis-St. Paul IAP Air Reserve Station, MN
Columbus Air Force Base, MS
Malmstrom Air Force Base, MT
Grand Forks Air Force Base, ND
Minot Air Force Base, ND
Kirtland Air Force Base, NM
Griffiss Air Force Base/Rome Laboratory, NY

Griffiss Air Force Base/Rome Laboratory, NY Niagara Falls IAP Air Reserve Station, NY

Real-Time Digitally Controlled Analyzer Processor Activity Buffalo, NY

Springfield-Beckley Municipal Airport Air Guard Station, OH

Wright-Patterson Air Force Base, OH Youngstown-Warren Municipal Airport Air Reserve Station, OH

Oklahoma City Air Logistics Center, OK

Tinker Air Force Base, OK

Vance Air Force Base, OK

Greater Pittsburgh International Airport Air Reserve Station, PA

Bergstrom Air Reserve Base, TX

Brooks Air Force Base, TX

Carswell Air Reserve Station, TX

Kelly Air Force Base, TX

Lackland Air Force Base, TX

Laughlin Air Force Base, TX

Reese Air Force Base, TX

San Antonio Air Logistics Center, TX

Hill Air Force Base, UT

Ogden Air Logistics Center, UT

General Mitchell International Airport Air Reserve Station, WI

DEFENSE AGENCIES

Defense Distribution Depot Anniston, AL
Defense Contract Management District West, El
Segundo, CA
Defense Distribution Depot McClellan, CA
Defense Distribution Depot San Joaquin, CA
Defense Contract Management District South,
Marietta, GA

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Defense Distribution Depot Warner-Robins, GA Defense Investigative Service, Investigations Control and Automation Directorate, Fort Holabird, MD

Defense Distribution Depot Columbus, OH Defense Distribution Depot Oklahoma City, OK Defense Distribution Depot Letterkenny, PA Defense Distribution Depot Tobyhanna, PA

Defense Industrial Supply Center Philadelphia, PA

Defense Distribution Depot Memphis, TN
Defense Distribution Depot Red River, TX
Defense Distribution Depot San Antonio, TX
Defense Distribution Depot Hill, UT
Defense Distribution Depot Ogden, UT

ASSESSMENT OF REUSE ACTIVITIES

Mather Air Force Base, CA Sacramento Army Depot, CA Charleston Naval Base Complex, SC

1993 Commission 138 Military Activities Visited

ARMY

Anniston Army Depot, AL Fort McClellan, AL Fort Huachuca, AZ University of Arizona, Tucson, AZ Presidio of Monterey, CA Presidio of Monterey Annex/Fort Ord, CA Fort Gillem, GA Fort McPherson, GA Fort Leonard Wood, MO Fort Monmouth, NJ Letterkenny Army Depot, PA Marcus Hook U.S. Army Reserve Center, PA Tobyhanna Army Depot, PA Corpus Christi Army Depot, TX Red River Army Depot, TX Tooele Army Depot, UT Fort Lee, VA Fort Monroe, VA Vint Hill Farms, VA

NAVY

Naval Station Mobile, AL Hunters Point Annex to Naval Station Treasure Island, San Francisco, CA Marine Corps Air-Ground Combat Center, 29 Palms, CA Marine Corps Air Station El Toro, CA Marine Corps Air Station Tustin, CA Marine Corps Logistics Base Barstow, CA Naval Air Station Alameda, CA Naval Air Station Miramar, CA Naval Aviation Depot Alameda, CA Naval Aviation Depot North Island, CA Naval Electronic Systems Engineering Center, San Diego, CA Naval Hospital Oakland, CA Naval Post Graduate School, Monterey, CA Long Beach Naval Shipyard, CA Mare Island Naval Shipyard, Vallejo, CA Naval Station Treasure Island, San Francisco, CA Naval Supply Center Oakland, CA Naval Training Center San Diego, CA Naval Weapons Station Seal Beach, CA Planning, Estimating, Repair, and Alterations (Surface) Pacific, San Francisco, CA Public Works Center San Francisco, CA Naval Submarine Base, New London, CT Submarine Base New London, CT

Naval Air Station Cecil Field, FL Naval Aviation Depot Jacksonville, FL Naval Aviation Depot Pensacola, FL Naval Hospital Orlando, FL Naval Station Mayport, FL Naval Supply Center Pensacola, FL Naval Training Center Orlando, FL Marine Corps Logistics Base Albany, GA Naval Air Station Atlanta, GA Submarine Base Kings Bay, GA Naval Air Station Glenview, IL Naval Hospital Great Lakes, IL Naval Training Center Great Lakes, IL Naval Air Station South Weymouth, MA Naval Air Facility Detroit, MI Naval Air Warfare Center - Aircraft Division, Patuxent River, MD Naval Electronic Systems Engineering Center St. Inigoes, MD Navy Radio Transmission Facility, Annapolis, MD Naval Surface Warfare Center - Carderock, Annapolis Detachment, Annapolis, MD Naval Surface Warfare Center, Dahlgren White Oak Detachment, White Oak, MD Portsmouth Naval Shipyard, ME Naval Air Station Meridian, MS Naval Station Pascagoula, MS Naval Aviation Depot Cherry Point, NC Naval Air Warfare Center - Aircraft Division, Trenton, NJ Naval Station Staten Island, NY Aviation Supply Office, Philadelphia, PA Ships Parts Control Center Mechanicsburg, PA Naval Education and Training Center, Newport, RI Naval Undersea Warfare Center, Newport, RI Marine Corps Air Station Beaufort, SC Naval Hospital Beaufort, SC Naval Shipyard Charleston, SC CharlestonNaval Station, SC Naval Air Station Memphis, TN Naval Hospital Millington, TN Naval Air Station Corpus Christi, TX Naval Air Station Dallas, TX Naval Hospital Corpus Christi, TX Naval Station Ingleside, TX Naval Air Station Oceana, VA Naval Aviation Depot Norfolk, VA Naval Electronic Systems Engineering Center Portsmouth, VA Norfolk Naval Shipyard, VA Naval Undersea Warfare Center, Norfolk Detachment, Norfolk, VA Naval Station Everett, WA Puget Sound Naval Shipyard, Bremerton, WA Naval Air Facility Martinsburg, WV

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AIR FORCE

March Air Force Base, CA McClellan Air Force Base, CA Travis Air Force Base, CA Homestead Air Force Base, FL MacDill Air Force Base, FL Warner-Robins Air Force Base, GA Greater Rockford Airport, Rockford, IL O'Hare International Airport Air Force Reserve Station, Chicago, IL K.I. Sawyer Air Force Base, MI Grand Forks Air Force Base, ND McGuire Air Force Base, NI Griffiss Air Force Base, NY Plattsburgh Air Force Base, NY Gentile Air Force Station, OH Newark Air Force Base, OH Wright-Patterson Air Force Base, OH Tinker Air Force Base, OK Carswell Air Force Base, TX Kelly Air Force Base, TX Ogden Air Logistics Center, Hill Air Force Base, UT Fairchild Air Force Base, WA

DEFENSE LOGISTICS AGENCY

Defense Distribution Depot Barstow, CA Defense Distribution Depot McClellan Air Force Base, CA Defense Distribution Depot San Diego, CA

Defense Distribution Depot Albany, GA

Defense Distribution Depot Albany, GA

Defense Distribution Depot Warner-Robins, GA Defense Contract Management District Northeast, Boston, MA

Defense Logistics Service Center, Battle Creek, MI Defense Reutilization and Marketing Service, Battle Creek, MI

Defense Distribution Depot Cherry Point, NC

Defense Construction Supply Center,

Columbus, OH

Defense Electronics Supply Center, Dayton, OH Defense Distribution Depot Oklahoma City, OK

Defense Distribution Depot Letterkenny, PA

Defense Industrial Supply Center, PA

Defense Logistics Agency Clothing Factory,

Philadelphia, PA

Defense Personnel Support Center,

Philadelphia, PA

Defense Distribution Depot Red River, TX

Defense Distribution Depot San Antonio, TX

Defense Distribution Depot Norfolk, VA

DEFENSE INFORMATION SYSTEMS AGENCY

7th Communications Group, Pentagon, Washington, DC

Regional Processing Center, Robins Air Force Base, GA

Defense Information Technology Services Organization, Cleveland Information Processing Center, OH

Defense Information Technology Services Organization, Columbus Information Processing Center, OH

Regional Processing Center, Tinker Air Force Base, OK

Army Information Processing Center, Chambersburg, PA

Computer Services Center, San Antonio, TX Regional Processing Center, Kelly Air Force Base, TX

1991 Commission 47 Military Activities Visited

ARMY

Fort McClellan, AL
Fort Chaffee, AR
Fort Ord, CA
Sacramento Army Depot, CA
Rock Island Arsenal, IL
Fort Benjamin Harrison, IN
Fort Devens, MA
Fort Dix, NJ
Tobyhanna Army Depot, PA

NAVY

Hunters Point Annex, CA Long Beach Naval Shipvard, CA Marine Corps Air Station Tustin, CA Marine Corps Recruit Depot, San Diego, CA Naval Air Station Lemoore, CA Naval Air Station Moffett Field, CA Naval Station Long Beach, CA Naval Training Center San Diego, CA Naval Underwater System Ctr. New London, CT Naval Training Center Orlando, FL Naval Station Staten Island, NY Naval Air Development Center, Warminster, PA Naval Station Philadelphia, PA Philadelphia Naval Shipyard, PA Naval Electronic System Engineering Center. Charleston, SC Naval Air Station Chase Field, TX Naval Air Station Kingsville, TX Naval Air Station Meridian, MS Naval Air Station Whidbey Island, WA Naval Station Sand Point, WA

AIR FORCE

Eaker Air Force Base, AR Williams Air Force Base, AZ Castle Air Force Base, CA Sacramento Air Logistics Center, CA Lowry Air Force Base, CO MacDill Air Force Base, FL Moody Air Force Base, GA Grissom Air Force Base, IN England Air Force Base, LA Loring Air Force Base, ME Wurtsmith Air Force Base, MI Richards-Gebaur Air Reserve Station, MO Plattsburgh Air Force Base, NY Rickenbacker Air Guard Base, OH Myrtle Beach Air Force Base, SC Bergstrom Air Force Base, TX Carswell Air Force Base, TX Goodfellow Air Force Base, TX

APPENDIX Q COMMISSIONER BIOGRAPHIES

ALAN J. DIXON was confirmed by the U.S. Senate on October 7, 1994, as chairman of the Defense Base Closure and Realignment Commission. Dixon, 67, is a senior partner in the corporate and business department of the St. Louis-based law firm of Bryan Cave, which he joined in 1993 after representing Illinois in the U.S. Senate for 12 years. During his Senate career, Dixon was unanimously elected by his colleagues to be majority chief deputy whip. In addition, he held important positions on the committees on Armed Services, Small Business, and Banking, Housing and Urban Affairs. On the Armed Services Committee, he chaired the Subcommittee on Readiness, Preparedness, and Sustainability, which oversees 38 percent of the U.S. defense budget. In 1990, he co-authored the legislation that created the Defense Base Closure and Realignment Commission. Dixon is a graduate of the University of Illinois and holds a law degree from Washington University in St. Louis, Missouri.

ALTON W. CORNELLA is the President of Cornella Refrigeration Inc., a Rapid City, South Dakota firm specializing in commercial and industrial refrigeration. He is a U.S. Navy veteran with service in Vietnam and has been active in military issues for over a decade. Cornella has also served on a number of boards and commissions in South Dakota, including the Rapid City Chamber of Commerce. During his tenure with the Chamber, he served as Chairman of the Board of Directors from 1991-1992 and as Chairman of the Military Affairs Committee. In 1992, Mr. Cornella was appointed by former South Dakota Governor George Mickelson to serve on the State Commission on Hazardous Waste Disposal. Mr. Cornella currently serves on the boards of the South Dakota Air and Space Foundation and the Rapid City Economic Development Loan Fund.

REBECCA G. COX is currently a Vice President of Continental Airlines, Inc. She joined Continental in January, 1989. In 1993, she served as a Commissioner on the Defense Base Closure and Realignment Commission. Before joining Continental, Ms. Cox served as Assistant to the President and Director of the Office of Public Liaison, President Reagan's primary outreach effort to the private sector. She was also appointed by the President to serve as Chairman of the Interagency Committee for Women's Business Enterprise. Prior to her 1987 White House appointment, Ms. Cox had served as Assistant Secretary for Governmental Affairs at the Department of Transportation. Ms. Cox had previously served at the Department of Transportation as Counselor to Secretary Elizabeth Dole and as Deputy Assistant Secretary for Government Affairs. Before coming to the Department of Transportation, Ms. Cox worked in the U.S. Senate, first as staff assistant, then legislative assistant and, finally, as Chief of Staff to Senator Ted Stevens. In 1976, she received a B.A. degree from Depauw University in Greencastle, Indiana, and a Juris Doctorate degree from the Columbus School of Law, Catholic University, Washington, D.C., in 1981.

GENERAL JAMES B. DAVIS, USAF (Ret.) concluded a thirty-five year career with the United States Air Force as a combat fighter pilot, commander and strategic planner and programmer in August of 1993. General Davis has had numerous command positions during his career, including command of a Combat Fighter Wing and the U.S. Air Force Military Personnel Center. He was also the Commander of U.S. Forces, Japan, 5th Air Force and Pacific Air Forces while in Japan. His last military position was as the Chief of Staff Headquarters Allied Powers, Europe (NATO). His military awards include the Defense Distinguished

Service Medal. Air Force Distinguished Service Medal, Legion of Merit with two oak leaf clusters, Distinguished Flying Cross with oak leaf cluster, Meritorious Service Medal, Air Medal with 10 oak leaf clusters. Vietnam Service Medal with silver service star, Republic of Vietnam Gallantry Cross with Palm, Order of National Security Merit, Gouges Medal-South Korea, Grand Cordon of the Order of the Sacred Treasure—Japan, Award of Knight Grand Cross with Sash-Thailand, and the Order of the Sword, which is the highest honor noncommissioned officers can bestow. General Davis has a B.S. degree in Engineering from the U.S. Naval Academy, a Masters degree in Public Administration from Auburn University at Montgomery, and has attended multiple professional schools.

S. LEE KLING of St. Louis, Missouri, serves as Chairman of the Board of Kling Rechter & Company, a merchant banking firm formed in 1991. Additionally, he serves as a Special Advisor and Managing Director of Willis Corroon Corp. of Missouri. From 1974 to 1977, Mr. Kling served as Finance Chairman of the Democratic National Committee and a member of its Executive Committee. In 1976, he was Treasurer of the Democratic National Convention. He served as National Treasurer of the Carter-Mondale Election Committee, and in 1987-88 Mr. Kling served as National Treasurer of the Gephardt for President Committee. Mr. Kling serves on the boards of a number of public and private corporations and civic and charitable organizations. He attended New York Military Academy, Cornwall-on-Hudson, New York, and received his B.S.B.A. degree from Washington University in St. Louis. From 1950 to 1952, he served in the Army as a 1st Lieutenant and aide-de-camp to General Buy O. Kurtz.

REAR ADMIRAL BENJAMIN F. MONTOYA, CEC, USN (Ret.), is currently the President and Chief Executive Officer of Public Service Company of New Mexico, an investor-owned public utility serving gas, electricity, and water throughout the state. His private-sector career, which began in 1989 when he retired from the Navy, has included the positions of Manager, Vice President, and Senior Vice President of Pacific Gas and Electric Company, San Francisco. Admiral Montoya enjoyed a distinguished and decorated U.S. Navy career spanning 31 years, rising to the rank of Rear Admiral. His awards include the Distinguished Service Medal, the Legion of Merit,

Bronze Star Medal with Combat "V," Meritorious Service Medal, Navy Commendation Medal, and the Navy Achievement Medal. Admiral Montoya is a graduate of the U.S. Naval Academy. He also holds a Bachelor of Science degree in civil engineering from Rensselaer Polytechnic Institute, a Master of Science degree in sanitary engineering from Georgia Institute of Technology, and a law degree from Georgetown University Law School.

MAJOR GENERAL JOSUE (JOE) ROBLES, JR., USA (Ret.), is Senior Vice President, Chief Financial Officer/Corporate Controller for USAA Financial Services. He directs USAA's activities in the areas of Payroll and Compensation Accounting, Accounting Policy, Corporate Financial Analysis, Internal Audit and Taxes. He joined USAA in July 1994 as Special Assistant to the Chairman after retiring from the U.S. Army as a Major General after 28 years of service. He received a Bachelor of Business Administration degree in Accounting from Kent State University in 1972. He also holds a Master of Business Administration from Indiana State University. General Robles served in a variety of important command and staff positions, culminating in his assignment as Commanding General, 1st Infantry Division (Mech) at Fort Riley, Kansas. General Robles' military awards include the Distinguished Service Medal with Oak Leaf Cluster, the Legion of Merit with two Oak Leaf Clusters, the Bronze Star Medal with Oak Leaf Cluster, the Meritorious Service Medal with Oak Leaf Cluster, the Air Medal, the Army Commendation Medal with Oak Leaf Cluster, the Army Good Conduct Medal, and the Army General Staff Identification Badge.

WENDI L. STEELE served as the Senate liaison for the Defense Base Closure and Realignment Commission in 1991. She began her career in the Reagan Administration, working in the legislative affairs offices of both the Office of Management and Budget and the White House. Following her service in Washington, Mrs. Steele was a congressional and economic analyst for the Defense and Space Group of the Boeing Company in Seattle, Washington. She returned to D.C. during the Bush Administration and worked for the assistant secretary for legislative and intergovernmental affairs of the U.S. Department of Commerce. In 1993, she served on the staff of Senator Don Nickles and handled issues in the areas of defense, veterans' affairs, foreign policy, and trade.

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APPENDIX R COMMISSION STAFF

David S. Lyles Staff Director

Charles C. Smith, Jr.

Executive Director/Special Assistant to the Chairman

Col. Wayne Purser, USAF¹
Military Assistant

Benton L. Borden

Director of Review and Analysis

Edward A. Brown III

Army Team Leader
S. Alexander Yellin

Navy Team Leader
Francis A. Cirillo, Jr.

Air Force Team Leader

Robert Cook

Interagency Issues Team Leader

James L. Owsley

Cross Service Team Leader

Madelyn R. Creedon General Counsel

Wade Nelson

Director of Communications

Christopher J. Goode

Director of Administration

CeCe Carman

Director of Congressional & Intergovernmental Affairs

James K. Phillips

Director of Information Services

Jeffrey A. Campbell

Executive Secretariat

PROFESSIONAL AND ADMINISTRATIVE STAFF

Stephen M. Ackerman

Air Force Analyst

Bond H. Almand

Executive Secretariat Assistant

Ziba A. Aveen

Travel & Advance Assistant

LTC Stephen L. Bailey, USA1

Senior Army Analyst

Lt Col Merrill L. Beyer III, USAF¹

Senior Air Force Analyst

Lt Col Robert L. Bivins, USAF1

Interagency Issues-Senior COBRA Analyst

Britta A. Brackney

Senior Executive Assistant to the Chairman

Rick Brown

Senior Army Analyst

LtCol James R. Brubaker, USMC1

Senior Navy Analyst

Francis X. Cantwell

Senior Air Force Analyst

M. Melissa Chalfant

Travel & Advance Assistant

Cristin Ciccone

Congressional Assistant

Richard A. DiCamillo1

Senior Air Force Analyst

John J. Earnhardt

Assistant Communications Director

J. Kent Eckles

Travel & Advance Assistant

David S. Epstein²

Senior Navy Analyst

Lester C. Farrington²

Senior Cross Service Analyst

Jon E. "Ed" Flippen⁵

Interagency Issues-Senior Airspace Analyst

Antonia E. Forkin

Executive Secretariat Assistant

David Fuchs

Information Systems

Ray Geller

Travel & Advance Assistant

J.J. Gertler

Senior Army Analyst

Robert G. Gibson

Travel & Advance Assistant

Clark Gyure

Travel & Advance Assistant

Craig A. Hall²

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⁵ Detailee from Federal Aviation Administration

⁶ Detailee from Federal Emergency Management Agency

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IMMEDIATE RELEASE

February 28, 1995

SECRETARY PERRY RECOMMENDS CLOSING, REALIGNING 146 BASES

Secretary of Defense William Perry today announced the Department's recommendations to close or realign 146 military installations in the United States. The recommendations are being forwarded to the independent Defense Base Closure and Realignment Commission.

"These recommendations, though painful, are necessary to achieve the levels of readiness and modernization we need within the budget we have," said Secretary Perry. "Our armed forces and our budget have been cut by one-third or more, but our infrastructure only about half that.

Today's recommendations will save the taxpayers and the Department some \$18 billion over the next two decades."

The Secretary's recommendations were developed by each of the military services in accordance with the strict procedures laid down by the Base Closure and Realignment Act of 1990. Each base was evaluated using a set of published criteria, giving priority first to the military value of the facility, and then to the savings and the economic and other effects that the closure would have. The evaluation data is certified for accuracy by each Service, and then reviewed by both the Base Closure and Realignment Commission and the General Accounting Office.

During a press conference at the Pentagon, Perry said that both he and General John Shalikashvili, chairman of the Joint Chiefs of Staff, had approved the recommendations made by the military departments without exception. "These actions are necessary so that we can carefully shape our armed forces to support the National Military Strategy and the Bottom Up Review," the Secretary explained.

The BRAC 95 recommendations will cost less than the BRAC 95 round (\$3.8 billion vs. \$6.9 billion) and will generate savings more quickly. Over the six-year implementation period prescribed by law, the closures and realignments are expected to generate net savings of approximately \$4 billion. Recurring savings thereafter are expected to reach \$1.8 billion per year. Total savings over 20 years, discounted to present value, are estimated to be \$18 billion.

MORE

INTERNET AVAILABILITY: This document is available on DefenseLINK, a World Wide Web Server on the Internet, at: http://www.dtic.dla.mil/defenselink/

Perry also announced that he will recommend that the current BRAC authority be extended to permit another base closure round in three or four years. "We need time to absorb the closure of over a hundred major bases," the Secretary said, "but we are continuing to refine our force structure and our mission. Each service has told me that, ultimately, they can do more."

While some of these actions will have significant economic impact upon local communities, Perry said that he did not remove any Service recommendations for this reason. However, he pledged to continue and expand the Department's efforts to encourage recovery and reuse. Department of Defense assistance programs include personnel transition and job training assistance, local reuse planning grants, on-site transition coordinators, accelerated property disposal, and faster environmental cleanup that supports reuse needs.

"These installations offer an opportunity for communities to diversify and reshape their economic futures. We have already seen impressive redevelopment successes in such diverse communities as Sacramento, Calif.; Alexandria, La.; and Rantoul, Ill. They prove that new jobs can be created to replace those that are lost. There is no doubt that it takes strong local leadership and a lot of hard work., but the President has committed us to help, and we will," Secretary Perry said.

Attached are summaries of the impacts of each BRAC action, listed by state.

-END-

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1995 List of Military Installations Inside the United States for Closure or Realignment

Part 1: Major Base Closures

Army

Fort McClellan, Alabama
Fort Chaffee, Arkansas
Fitzsimons Army Medical Center, Colorado
Price Support Center, Illinois
Savanna Army Depot Activity, Illinois
Fort Ritchie, Maryland
Selfridge Army Garrison, Michigan
Bayonne Military Ocean Terminal, New Jersey
Seneca Army Depot, New York
Fort Indiantown Gap, Pennsylvania
Red River Army Depot, Texas
Fort Pickett, Virginia

Navy

Naval Air Facility, Adak, Alaska

Naval Shipyard, Long Beach, California

Ship Repair Facility, Guam

Naval Air Warfare Center, Aircraft Division, Indianapolis, Indiana

Naval Surface Warfare Center, Crane Division Detachment, Louisville, Kentucky

Naval Surface Warfare Center, Dahlgren Division Detachment, White Oak, Maryland

Naval Air Station, South Weymouth, Massachusetts

Naval Air Station, Meridian, Mississippi

Naval Air Warfare Center, Aircraft Division, Lakehurst, New Jersey

Naval Air Warfare Center, Aircraft Division, Warminster, Pennsylvania

Air Force

North Highlands Air Guard Station, California
Ontario IAP Air Guard Station, California
Rome Laboratory, Rome, New York
Roslyn Air Guard Station, New York
Springfield-Beckley MAP, Air Guard Station, Ohio
Greater Pittsburgh IAP Air Reserve Station, Pennsylvania
Bergstrom Air Reserve Base, Texas
Brooks Air Force Base, Texas
Reese Air Force Base, Texas

Defense Logistics Agency

Defense Distribution Depot Memphis, Tennessee Defense Distribution Depot Ogden, Utah

Part II: Major Base Realignments

Army

Fort Greely, Alaska
Fort Hunter Liggett, California
Sierra Army Depot, California
Fort Meade, Maryland
Detroit Arsenal, Michigan
Fort Dix, New Jersey
Fort Hamilton, New York
Charles E. Kelly Support Center, Pennsylvania
Letterkenny Army Depot, Pennsylvania
Fort Buchanan, Puerto Rico
Dugway Proving Ground, Utah
Fort Lee, Virginia

Navy

Naval Air Station, Key West, Florida Naval Activities, Guam Naval Air Station, Corpus Christi, Texas Naval Undersea Warfare Center, Keyport, Washington

Air Force

McCiellan Air Force Base, California
Onizuka Air Station, California
Eglin Air Force Base, Florida
Robins Air Force Base, Georgia
Malmstrom Air Force Base, Montana
Kirtland Air Force Base, New Mexico
Grand Forks Air Force Base, North Dakota
Tinker Air Force Base, Oklahoma
Kelly Air Force Base, Texas
Hill Air Force Base, Utah

Part III: Smaller Base or Activity Closures, Realignments, Disestablishments or Relocations

Army

Branch U.S. Disciplinary Barracks, California

East Fort Baker, California

Rio Vista Army Reserve Center, California

Stratford Army Engine Plant, Connecticut

Big Coppett Key, Florida

Concepts Analysis Agency, Maryland

Publications Distribution Center Baltimore, Maryland

Hingham Cohasset, Massachusetts

Sudbury Training Annex, Massachusetts

Aviation-Troop Command (ATCOM), Missouri

Fort Missoula, Montana

Camp Kilmer, New Jersey

Caven Point Reserve Center, New Jersey

Camp Pedricktown, New Jersey

Bellmore Logistics Activity, New York

Fort Totten, New York

Recreation Center #2, Fayettville, North Carolina

Information Systems Software Command (ISSC), Virginia

Camp Bonneville, Washington

Valley Grove Area Maintenance Support Activity (AMSA), West Virginia

Navv

Naval Command, Control and Ocean Surveillance Center, In-Service Engineering West Coast Division, San Diego, California

Naval Health Research Center, San Diego, California

Naval Personnel Research and Development Center, San Diego, California

Supervisor of Shipbuilding, Conversion and Repair, USN, Long Beach, California

Naval Undersea Warfare Center-Newport Division, New London Detachment, New London, Connecticut

Naval Research Laboratory, Underwater Sound Reference Detachment, Orlando, Florida

Fleet and Industrial Supply Center, Guam

Naval Biodynamics Laboratory, New Orleans, Louisiana

Naval Medical Research Institute, Bethesda, Maryland

Naval Surface Warfare Center, Carderock Division Detachment, Annapolis, Maryland

Naval Technical Training Center, Meridian, Mississippi

Naval Aviation Engineering Support Unit, Philadelphia, Pennsylvania

Naval Air Technical Services Facility, Philadelphia, Pennsylvania

Naval Air Warfare Center, Aircraft Division, Open Water Test Facility, Oreland, Pennsylvania

Naval Command, Control and Ocean Surveillance Center, RDT&E Division Detachment, Warminster, Pennsylvania

Fleet and Industrial Supply Center, Charleston, South Carolina

Naval Command, Control and Ocean Surveillance Center, In-Service Engineering East Coast Detachment, Norfolk, Virginia

Naval Information Systems Management Center, Arlington, Virginia Naval Management Systems Support Office, Chesapeake, Virginia

Navy/Marine Reserve Activities

Naval Reserve Centers at:

Huntsville, Alabama
Stockton, California
Santa Ana, Irvine, California
Pomona, California
Cadillac, Michigan
Staten Island, New York
Laredo, Texas
Sheboygan, Wisconsin

Naval Air Reserve Center at:

Olathe, Kansas

Naval Reserve Readiness Commands at:

New Orleans, Louisiana (Region 10)
Charleston, South Carolina (Region 7)

Air Force

Moffett Federal Airfield AGS, California

Real-Time Digitally Controlled Analyzer Processor Activity, Buffalo, New York Air Force Electronic Warfare Evaluation Simulator Activity, Fort Worth, Texas

Defense Logistics Agency

Defense Contract Management District South, Marietta, Georgia

Defense Contract Management Command International, Dayton, Ohio

Defense Distribution Depot Columbus, Ohio

Defense Distribution Depot Letterkenny, Pennsylvania

Defense Industrial Supply Center Philadelphia, Pennsylvania

Defense Distribution Depot Red River, Texas

Defense Investigative Service

Investigations Control and Automation Directorate, Fort Holabird, Maryland

Part IV: Changes to Previously Approved BRAC Recommendations

Army

Army Bio-Medical Research Laboratory, Fort Detrick, Maryland

Navy

Marine Corps Air Station, El Toro, California

Marine Corps Air Station, Tustin, California

Naval Air Station Alameda, California

Naval Recruiting District, San Diego, California

Naval Training Center, San Diego, California

Naval Air Station, Cecil Field, Florida

Naval Aviation Depot, Pensacola, Florida

Navy Nuclear Power Propulsion Training Center, Naval Training Center, Orlando, Florida

Naval Training Center Orlando, Florida

Naval Air Station, Agana, Guam

Naval Air Station, Barbers Point, Hawaii

Naval Air Facility, Detroit, Michigan
Naval Shipyard, Norfolk Detachment, Philadelphia, Pennsylvania
Naval Sea Systems Command, Arlington, Virginia
Office of Naval Research, Arlington, Virginia
Space and Naval Warfare Systems Command, Arlington, Virginia
Naval Recruiting Command, Washington, D.C.
Naval Security Group Command Detachment Potomac, Washington, D.C.

Air Force

Williams AFB, Arizona
Lowry AFB, Colorado
Homestead AFB, Florida (301st Rescue Squadron)
Homestead AFB, Florida (726th Air Control Squadron)
MacDill AFB, Florida
Griffiss AFB, New York (Airfield Support for 10th Infantry (Light) Division)
Griffiss AFB, New York (485th Engineering Installation Group)

Defense Logistics Agency

Defense Contract Management District West, El Segundo, California

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	(FT 94 \$MBCons)						nonnel
Service/Agency		Closure	FY96-01 Net	Amud	Total		d (Louise)
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Personnel Increases of Other Bases						147	184
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Of Marter-Lippett	Realgn	6	(12)	8	44	(373)	(86)
Mo Valo Army Reserve Center	Close	•	(I)	•	2	•	•
Stores Army Depot	Beatgn	14	(56)		223	(63)	(637)
Story							
MCAS & Toro/fusin	Backrect	••	(2573)	2	847	•	•
91AS Atamedo	Redrect	_	iothgs holded in I			•	•
Moved Hardth Research Cit Son Diago	Charloth	•		1	11	ຕກ	(137)
MAYFES RAD Cir Son Diago	Dissibilit	•	4	2	*	สภ	(302)
Milit West Son Diego	(Daniel Carro	2	(17) (2)	-			(66)
MIC Femono MIC Assets Assets (bullet)	Cam		S	ī		(12)	
BRC Boston	Close	i	. 6	i		. 67	•
1871 Long Beach	Close	76	(736)	131	1,000	(043)	Q.746)
Becaling Dated San Diago	Recirco	•	•	•		•	
SUPPLIENT BESCH	Standard .	•	(1)	•	3	(II)	. 🗪
At large							-
SACRUM Federal Aliport AGS	Chem	16	60	6	80 .	(300)	(220)
North Highlands At Guard Station	Close	1	. 1	•	2	•	•
Orthulas AS	Budle	134	194		162	6573)	(1,202)
Ortob W AGS	Close	1	•	•	1	•	•

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	A 1 20 Supplies						
Service/Agency		Closure	FY96-01 Net	Anna	Total	Gahi an	d (Losses) z
Installation State	Action	Cost	Corl (Savings)	Savinas	Sovings *	801	CV
Socramento ALC (McCleton AFS)	Madan	Comp Trans	Photoled in AF ALC Bed	·			
Defense Logistics Agency		COLD THE	- 100000 61 W MLL 180	Charles (See	20 AND AL.)	•	•
Defense Contract Management District West				_		_	_
	Redrect	10	· (1)	4	6 1	• .	• . •
Personnel Increases of Other Bases						2,190	2,274
Solal California Personnel Impact						602	(3,968)
						•	
Colorado							
damy							
Rizemons Army Medical Center	Close	•	-				
At Force		142	31	34	297	(1,291)	(1,412)
	•	_		_			
LOURY AFS	Redrect	8	(11)	8	37	(76)	(71)
Personnel Increases of Other Bases						836	203
Solal Colorado Personnel Impact						441)	(T,220)
				:			
Cornecticut							
Army							
•	~	_				_	_
Snotiord Army Engine Plant	Close	2	64 0	4	e 0	Ø	•
Slovy							
MUWC Det New Landon	Diseasophish	23	(14)	•	₽ì	(5)	(4.22)
Personnel Increases of Other Bases						20	13
Solal Connecticul Penamel Impact						13	8507)
						•••	
District of Columbia							
Olovy	.	_		_	_	_	
Recruiting Command Wash, D.C.	Redrect	7	(1)	•	1	•	•
Security Group De! Potomac	Redrect	•	•	•	•	•	•
Personnel Increases of Other Bases						226	● .
Sold Dalliot of Columbia Personnel Sypact						234	•
						_	•
Quido							
VIII.00							
Almy	_	_	_	_	_		
Sig Coppett Key	Close	•	•	•	•	•	•
Olary							
NADEP Persocalo	Redrect	2	(2)	•	4	•	•
MAS Codi Reid	Recirect	67	(335)	12	494	•	
SIAS Key West	Realan	•	(40)	2	*	(19)	m
NSL Underwoter Sound Det Ottando	Charletin		40	1	=	•	(107)
NTC Orlando/San Disaco	Backeci	•	and a		=		(107)
		146				•	•
Ruclear Power Propulsion ling Cit, Otlando	Anchec	-	(20)	•	71	•	•
Air Furno		_					
Sight AFS	Standig n	8	40	8	8 1	480	277
Nomelled AFS (301 ARS)	Amchact	•		2	16	61)	(183)
Homeshood APS (726 ACR)	Badract	7	(2)	•		•	•
MacCO AFE	Bacheci	Costs/fo	drags treated in Me	ATTERIOR AND	B action	Ĭ	Ĭ
					-	•	•
Personnel Increases of Other Science		•					400
						8,414	443
Sold Raids Pennyal Squart						8,764	671
Contro							
Air Perso		•					
Wome-Robins ALC (Bobbins AFE)		Contractor I	SAME NA ALE BANK	-		(5)	(224)
							

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	FY 96 (Millions)				•	Wel Personnel Goths and (Lesses)		
Service/Agency Instruction State	Action	Closure	FY96-01 Not	Annual	Total Savings*	MI	Civ (romer)	1
EBICOGIO I	ACTION		Cost (Savings)	SOVINGS	**************************************			J
Defense Logistics Agency								
Defense Contract Management District South	Destroction	4	(18)	•	76	(5)	(140)	
			•	•		•	•	
Personnel Increases of Other Bases						804	77	•
Sold Georgic Periornal Impact						791	613)	
						•		
Guern								
tion .								
FBC Guam	Disettableh	18	(143)	31	437	(73)	(240)	
NAS Agono	Redrect	44	@14)	22	#18	(1,272)	•	
Noval Activities Guarn	Realgn	93	966)	43	474	(737)	(1,444)	
SF Guam	Close	•	(172)	24	829	(22)	6641)	
						_		
Personnel Increases at Other Bases Sold Guarn Fenormel Impact						6 (2.104)	0 (2,445)	
COC COM PERSONAL ENDOC				•		(E. ION)	(2,000)	
				•				
Howell								
Novy								
NAS Barbers Point	Redrect	•	(18)	0	18	•		
Personnel Increases of Other Bases						996 996	773 773	
Sold Howal Personnel Impact						***	***	
telaho								
Personnel Increases of Other Bases						123	3	
Solal Idaho Personnel Impact						123	3	
E ncis								
ARTH								
Price Support Center, IL	Close	4	(36)	•	116	. (26)	(200)	
Soverna Army Depot Activity	Close	24	12	13	112	67)	(373)	
Personnel Increases of Other Bases						10	•	
Sold Binds Personnel Import	•					(72)	(588)	
Indiana								
Nov.								
NAWC-AD Indianapals	Close	100	27	68	640	(24)	(2,005)	
·								
Personnel Increases of Other Bases						13	1,774	
Butch indicare Personnel Impact						(22)	(C.227)	
Corner								
tion								
SMIC Dialine	Com	•	••	1	11	(10)	60	
							•••	
Personnel Increases of Other Bases						•	•	
Batel Coroca Pomorreal (separal						(10)	640	

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148	29						Mary Mary Process Ingels
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•	(15)	*	•	(4) (4)	•	COM	30E35 366
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(99)	(14	111	04	40	-	*****	Movel Medical Resource frail Betheedo MSWC Def Amopolis
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					The state of the s	(MODERN N LD	<i>y</i>

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Service/Agency Installation State		Closure	8796-01 No!	Annual	Total	i was	
120000	Action	Cost	Cost (Sovings)	Savings	Savings '	MI	Civ
Seneco Army Depot	Com	35				-	
Mary		. **	90	21	942	(2)	(316)
NRC Staten Mand	Close	•					
Alt Force		•	60	•	. 90	(12)	(20)
GATE AT (455m EIG)	Reduct			_			
Griffia AFB (Arried Support)	Redrect	6 1	6 07)	8	. 84	•	•
REDCAP ACTIVITY, Buffalo	Diseriobin		13	12	311	• •	(150)
Rome Laboratories	Close	•	(2)	1	11	•	(1)
Rosyn AGS	Close	63	15	12	96,	(10)	(1,067)
	-	2	(I)	1	•	(4)	(34)
Personnel Increases of Other Bases							
Sold New York Personnel Impact						•	231
						641)	(1,415)
84-0- 0							
North Carolina damy							
Recreation Certier # 2 Foyetteville:	~	_		:	٠		
The second of th	Close	•	•		•	•	
Personnel Increases of Other Bases					_	•	•
Soloi Horth Carolino Personnel Impact						703	•
The second second second						703	i
No.							
Morth Dakota Alt Force							
Grand Foris AFB							
	Realign	12	(112)	26	447	£1,506)	(119)
Accorded to common and district to							4.17/
Personnel Increases of Other Bases latal North Dasata Personnel Impact							6
PARTIES STORE						(1,806)	สาท
							-
Ohio Ur Ferne							
pringfeld-Beckley MAP AGS							
paperse rodings vidench thurstences with vide	Close	23	•	4	*	•	
					-	•	•
lefense Contract Mgmt Command International lefense Distribution Depat Calumbus	_	3	(57)	8	37	•	•
Deliculon Depoi Colangus	Medign	•	6 1)	12	161	Ě	(72 1)
MICHAEL PROFESSION OF OTHER SCHOOL					-	-	4 417
						1,315	1.233
id Ohio Penannel Impact					•	8,913	
						-	\$12
Clatherna							
Perso							
MOTORIO City ALC (Briss AFB)	Asalgn (Child Santys Incl.	ided in AF ALC Bedly in		Annua ALC)	127	653 1)
normal increases of Other Bases							
les Oktoberno Pemeranti branchi						1,743	442
						1,870	(374)
						•	
Perceptograp						•	
*							
ity Hillantouth Gap	Close	12	45 5	•	•••		·
ng Hillandown Gap	Close Section	13	(677)	m	886	(12c)	(206)
ing Hillantourh Gap by Buppart Center, PA	Stadi gn	24	22		33	(TAC)	(121)
My Millordouth Gop by Bupport Center, PA Mallertry Army Depot						• -	• • • •
ing Halloniouth Gop In Butport Censer, PA Halloniny Army Depot Hy EBU Prilodelphio	Stadi gn	84 60 • .	82 86 07)	70	ec:	(36)	(121)
ny hallontown Gap by Aupport Center, PA heliertry Army Depot by EBU Prilodelphio	Analyn Realyn	**	22 (2007)	* 70	80 665 89	•	(121)
ing Indication Gop In Support Center, PA Instarry Army Depot Ing ISU Préciseptio	Realgn Realgn Close Close	84 60 • .	#2 #607) #60 (1)	* 70 * 2	30 962 30 83	60 60	(121) (2,866)
reference Gap In Support Censer, PA Instantly Army Depot In Principles ERU Principles IF Principles IF Principles IF Open World Teel Facility Chaland	Realgn Realgn Close	**	22 (2007)	* 70	80 665 89	600 600	(121) (2.645) (807)

[&]quot; Bustly Year Hal Franks Value of 27th

Service/Agency Installation State	Action	Closure	FY96-01 Net Cost (Savings)		Soloi Sovings	Gans or	(Lomes) is Civ
NSY Prilodelphio-Norfolk Def	Redrect	•	(6.2)	•	136	•	•
Air Farce	_	•					
Grader Proburgh WP ARS	Close	22	(24)	13	961	•	(267)
Belense Logistos Agency	•		-			45	
Defense Detribution Depot Letterisarry	Disarioblen	45	21	12	102	40	6 74)
Defense Industrial Supply Center, PA	Disestablish	17	(27)	10	227	(14) ·	Q47
Personnel from cases of Other Bases						•	947
latal Pennsylvania Peniannel Impaci					•	(221)	Q.379)
Puerto Mico						•	
Aumy							
Risustation	Medign	74	80	10	46	(27)	(123)
Inscrine Increases of Other Sques						•	•
olal Puerto Bico Personnel Impaci				•		(67)	(123
Ehade teland							
enonnel increases of Other Bases						822	572
stal Brode Mand Personnel Impact .						622	572
South Carolina							
lavy	_	_				_	
SC Charleston	Close	2	6 0	1	11	(2)	•
R Readines Crid 7 Charleton	Close	1	(14)	3	40	(20)	(H
tenomei increases di Other Bases stal Sauth Carolino Personnel Impact						4,601 4,607	8 3 .31
Terrossoo							
leferes Legisfics Agency							
referee Distribution Depot Memphis	Close	*	(III)	24	344	(UI)	(1,207
enormal Increases of Other Bases						233	293
stal Ternesses Personnel Sypact						222	614
Sanca							
					_		
ed liver Army Depat	Chara	•	G 13)	123	1,497	(P.O	Q.86 7
Doy							
AS Corpus Chieff		COM/s	ovings included in it	_	-	883	ON
W Lando	Class	•	(1) .	•	4	6	•
		•	8	1		æ	
F Bectronic Worlde Smutotor Activity, Pt. World		13.		21	5	••	(T)
argairom Air Reservé (Icae Hadis A/I)	Carr		131	27	142	-	644
Nama A/B			62	2	942 267	(1,620) (200)	(1,937) (1,937)
on Antonio ALC (Neby AFE)	(text)	163	(IST)	=	99 1	844	(1,183
an wasan MC (stay was)			4.00)	•		-	(NAX
Mares Daributon Depail Red River	(Charlette)	•	1	**	104	(1)	(830)
Morrel fromain of Other Agnet						1,764	1,244
rist Terms Personnel Street						(37E)	4404

[&]quot;Swerty Net' Net Present Value at 2.78%

Service/Agency	BY 96 (LEBons)			_		_	
Installation State	Act:		Tria-CI Not	Arrual	Total		nd (Lomes)
	-	Coi, C	on (Sevings)	Savings	Sovings '	Ma	City
Ulah							
Army					•		
Dugwon frowing Ground Air force	Real gn	24					
		_	#1 }	*	807	(146)	(31)
ODDS ALE (HE AFB)	Photo:	C					•
HE AFS (Including Utah Test and Training Ros	roe) Realgn	1	ANGEN ACED		lon Arterio ALC)	•	•
Defense Logistics Agency	_	•	(42)	12	180	• •	147
Deferme Denibution Depot Ogden	Close	111					
_		•••	**	21	381	(40)	(1,106)
Personnel Increases of Other Science							• • • • • • • • • • • • • • • • • • • •
Total Utah Personnel Impact						•	
						(173)	(1,207)
						-	3.4.50
Virginia							
Arry							
Pi Lee (Kenner Hospital)	Median	2			•		
FI Pickett	Close	*	(16)	4.	6 1	(57)	(106)
Womation Systems Software Command	Relocate	4	(41)	21	241	(5)	(145)
Mary		•	2	1	•	•	0
Enfo Systems Mgt Chi Artiston	Relocate	•	_				•
Novo: Mgt Systems Spt Office Chesopeake	Description	0	0	•	2	•	•
MAVSEA Crystal City	Redrect	2	(7)	8	26	46)	(10)
NEE Del Norfok	Close	160	(48)	•	144		8
	V	6	•	2	-		_
Office of Noval Research Admitton	Back and	_	•	•	30	•	•
Office of Novol Research Adington SPAWAR Adington	Recirect	•	i	i	•	•	0
Office of Noval Research Adington SPAWAR Adington	Recirect	0 24		×		•	•
SFAWAR Adington		•	•	•	•	6 (20 1)	_
SPAWAR Adington Personnel Increases of Office Boxes		•	•	•	•	6 (201)	6 (712)
SPAWAR Adington Personnel Increases of Office Boxes		•	•	•	•	6 (201)	6 (973.2) 787
SPAWAR Adington Personnel Increases of Office Boxes		•	•	•	•	6 (201)	6 (712)
SPAWAR Adington Personnel Increases of Other Bases Island Virginia Personnel Impact		•	•	•	•	6 (201)	6 (9732) 787
SPAWAR Adington Personnel Increases of Other Bases folial Virginia Personnel Impact Washington		•	•	•	•	6 (201)	6 (9732) 787
SPAWAR Adington Personnel Increases of Other Bases lated Virginia Personnel Impact Washington -	Bodrect	M	•	•	•	6 (201)	6 (9732) 787
SPAWAR Adington Personnel Increases of Other Bases lated Virginia Personnel Impact Washington Jump SonneySe		•	•	•	•	6 (201)	6 (9732) 787
SPAWAR Adington Personnel Increases of Other Bases lated Virginia Personnel Impact Washington Jamy Camp Sonnevies	Recirect	2 4	9 (120)	*	840	6 (201)	6 (9732) 787
SPAWAR Adington Personnel Increases of Other Bases lated Virginia Personnel Impact Washington Jamy Camp Sonnevies	Bodrect	M	9 (120)	*	840	6 (201)	6 (#12) 767 (511)
SPAWAR Adington Personnel Increases of Other Bases lated Virginia Personnel Impact Washington Juny Lamp Sonnevise Lawy LAWC Keyport	Recirect	2 4	(120)	*	2	6 (201)	6 (9732) 787
SPAWAR Astington Personnel increases of Other Science load Virginic Personnel Impact Washington Washington Juny Lomp SonnevSe Jery LWC Keyport	Recirect	2 4	(120)	*	2	6 (201) 4,847 4,354	6 (712) 767 (511)
SPAWAR Adington Personnel Increases of Other Science lotted Virginic Personnel Impact Washington Juny Lomp SonnevSe Jany LWC Keyport	Recirect	2 4	(120)	*	2	6 (201)	6 (712) 767 (511) 6 (10)
SPAWAR Adington Personnel Increases of Other Science lotted Virginic Personnel Impact Washington Juny Lomp SonnevSe Jany LWC Keyport	Recirect	2 4	(120)	*	2	6 (201) 4,847 4,354	6 (712) 767 (511)
Personnel increases of Other Bases lated Virginia Personnel Impact Washington Washington Jamp Sannevise Jamp Sannevise Jamp Harris Comp Increases of Other Bases And Washington Personnel Impact	Recirect	2 4	(120)	*	2	6 (201) 4,847 4,354	6 (712) 767 (511) 6 (10)
Personnel Increases at Other Bases later Virginia Personnel Impact Washington Jamy Comp Sonnevise Lawa Keyport Encounel Increases at Other Bases latel Washington Personnel Impact	Recirect	2 4	(120)	*	2	6 (201) 4,847 4,354	6 (712) 767 (511) 6 (10)
PAWAR Adington Personnel increases of Other Bases lated Virginia Personnel Impact Washington Washington WASHINGTON WASHINGTON WASHINGTON Washington Personnel Impact Washington Personnel Impact	Recipt Close Recipt	24 0 2	(120) (1) (30)	* 2	2 20	6 (201) 4,847 4,354	6 (712) 767 (511) 6 (10)
SPAWAR Adington Personnel Increases of Other Bases lated Virginia Personnel Impact Washington Washington Juny LIMIC Keyport Personnel Increases of Other Bases Ital Washington Personnel Impact West Virginia	Recipt Close Recipt	24 0 2	(120) (1) (30)	* 2	2 20	6 (201) 4,447 4,354	6 (712) 767 (511) 6 (10)
Personnel Increases at Other Bases lated Virginia Personnel Impact Washington Washington Jamy Jamp Bannevise Jay LIMIC Keyport Promisel Increases at Other Bases and Washington Personnel Impact West Virginia Rey Rey Grove Area Maintenance Spt Activity, WV	Recipt Close Recipt	2 4	(120) (1) (30)	* 2	2 20	6 (201) 4,847 4,354	6 (712) 767 (511) 6 (10)
SPAWAR Adington Personnel Increases of Officer Bases Intol Virginia Personnel Impact Washington Washington Lamp Sonnevise lavy LAMC Keyport Provinsi Increases of Other Bases Intol Washington Personnel Impact West Virginia May Grove Area Mathlenance Spt Activity, WV Increases of Other Bases	Recipt Close Recipt	24 0 2	(120) (1) (30)	* 2	2 20	6 (201) 4,647 4,354	6 (712) 767 (511) 8 (34)
SPAWAR Adington Personnel Increases of Officer Bases Intol Virginia Personnel Impact Washington Washington Lamp Sonnevise lavy LAMC Keyport Provinsi Increases of Other Bases Intol Washington Personnel Impact West Virginia May Grove Area Mathlenance Spt Activity, WV Increases of Other Bases	Recipt Close Recipt	24 0 2	(120) (1) (30)	* 2	2 20	6 (201) 4,647 4,354	6 (732) 767 (511) 8 (34)
SPAWAR Adington Personnel Increases of Other Bases Botol Virginia Personnel Impact Washington Washington Lamp Sonnevise Law Keyport Brownel Increases of Other Bases Idal Washington Personnel Impact West Virginia May Grove Area Maintenance Spt Activity, WV Increases of Other Bases	Recipt Close Recipt	24 0 2	(120) (1) (30)	* 2	2 20	6 (201) 4,647 4,354	6 (712) 787 (511) 8 (34) 20 0
SPAWAR Adington Personnel Increases of Other Bases Botol Virginia Personnel Impact Washington Washington Lamp Sonnevise Law Keyport Brownel Increases of Other Bases Idal Washington Personnel Impact West Virginia May Grove Area Maintenance Spt Activity, WV Increases of Other Bases	Recipt Close Recipt	24 0 2	(120) (1) (30)	* 2	2 20	6 (201) 4,647 4,354	8 (712) 787 (511) 8 (30) 20 0
SPAWAR Adington Personnel Increases of Other Bases Botol Virginia Personnel Impact Washington Washington Lamp Sonnevise Law Keyport Brownel Increases of Other Bases Idal Washington Personnel Impact West Virginia May Grove Area Maintenance Spt Activity, WV Increases of Other Bases	Recipt Close Recipt	24 0 2	(120) (1) (30)	* 2	2 20	6 (201) 4,647 4,354	8 (732) 787 (511) 8 (34) 20 0
Personnel Increases of Other Bases lated Virginia Personnel Impact Washington Washington Jamy Comp Sonneville Levy LIMC Keyport Provinal Increases of Other Bases Idal Washington Personnel Impact West Virginia May Grove Area Maintenance Spt Activity, WV Increases of Other Bases of West Virginia Personnel Impact Washington Personnel Impact Washington Personnel Impact	Close Cos	24 0 2	(120) (1) (30)	* 2	2 20	6 (201) 4,647 4,354	8 (732) 787 (511) 8 (34) 20 0
Amy Comp Sonneville tery EMC Keyport stormal increases of Other Bases stal Washington Personnel Impact West Virginia my May Grove Area Maintenance Spl Activity, WV normal increases of Other Bases of West Virginia Personnel Impact Westernin	Recipt Close Recipt	24 0 2	(120) (1) (30)	* 2	2 20	6 (201) 4,647 4,354	8 (732) 787 (511) 8 (34) 20 0
SPAWAR Atington Personnel Increases of Other Bases Botol Virginia Personnel Impact Washington Washington Juny Lamp Sonnevite Bovy LIMC Keyport Bracovnel Increases of Other Bases Hall Washington Personnel Impact West Virginia My Sonnel Increases of Other Bases of West Virginia Wy State Area Maintenance Spt Activity, WV State Increases of Other Bases of West Virginia Personnel Impact Washington Washington Washington Washington	Close Cos	M 0 2	(120) (130) (10)	* 2	2 20	6 (201) 4,647 4,354	8 (732) 787 (511) 8 (34) 20 0
SPAWAR Atington Personnel Increases of Other Bases Botol Virginia Personnel Impact Washington Washington Juny Camp Sonnevite Boy EMC Keyport Bracovnel Increases of Other Bases Hall Washington Personnel Impact West Virginia My Bey Grove Area Maintenance Spt Activity, WV Scornel Increases of Other Bases of West Virginia Personnel Impact Washington Washington Washington Washington Washington Washington Washington Washington Washington Other Bases Other Bases	Close Cos	M 0 2	(120) (130) (10)	* 2	2 20	6 (201) 4,447 4,344 6 6 700 700	8 (732) 787 (511) 8 (34) 20 0
Pensonal Increases of Other Bases lated Virginia Personnel Impact Washington Washington Juny Lomp Sonneville Javy Low Keyport Pensonal Increases of Other Bases Rol Washington Pensonal Impact West Virginia Thy Rey Grove Area Maintenance Spt Activity, WV Sonnal Increases of Other Bases of West Virginia West Virginia West Virginia West Virginia West Virginia	Close Cos	M 0 2	(120) (130) (10)	* 2	2 20	6 (201) 4,447 4,344 6 6 700 700	8 (732) 787 (511) 8 (34) 20 0

Department of Defense Recommended BRAC 95 Job Changes by State (Military Includes average student load civilian includes on-base contractor personnel)

State		Net Gain	/(Loss)
Installation	Action	Mil	Civ
ALABAMA			
ANNISTON ARMY DEPOT	RECENE		473
DEFENSE DISTRIBUTION DEPOT ANNISTON	RECEIVE	0	830
FORT MCCLELLAN	CLOSE	(6,005)	Q,441)
NRC HUNTSVILLE	CLOSE	(11)	
REDSTONE ARSENAL	RECEIVE	201	2.368
	Total	6,577)	831
ALASKA			
FORT GREELY	REALIGN	(438)	(206)
FORT WAINWRIGHT	RECEIVE	205	\$6
KAF ADAK	CLOSE	(540)	(138)
	Total	(773)	(266)
ARIZONA	•		
FORT HUACHUCA	RECEIVE	108	106
TUMA PROVING GROUND	RECEIVE	20	18
	Total	147	184
RKANSAS			
ORT CHAFFEE	CLOSE	(40)	(207)
	Total	(40)	(207)
ALIFORNIA			
BC PORT HUENEME	RECEIVE	• .	2
EFENSE CONTRACT MANAGEMENT DISTRICT WEST	RECEIVE	2	20
EFENSE DISTRIBUTION DEPOT SAN JOAQUIN	RECEIVE	•	213
EFENSE DISTRIBUTION REGION WEST	REDIRECT	2	200
ast FT Baker	CLOSE	(47)	60)
DWARDS AFB	RECEIVE	3	0
BC BAN DIEGO	RECEIVE	•	18
DRT HUNTER LIGGETT	REALIGN	(203)	(25)
CCLELLAN AFB	RECEIVE	134	345
OFFETT FEDERAL AIRPORT AGS	CLOSE	(96)	(230)
adep north ibland	RECEIVE	•	213
as north island	RECEIVE	1,520	84
aval health research center, ban diego	CLOSE	(17)	(137)
aval personnel rad center, san diego	DISESTABLISH	สภ	(203)
AVAL STATION SAN DIEGO	RECEIVE	175	22
AVAL WEAPONS STATION BEAL BEACH	RECEIVE	8 1	136
AVMEDCEN BAN DIEGO .	RECEIVE	102	36
NWC CHINA LAKE	RECEIVE	18	304
COSC ROTAE SAN DIEGO	RECEIVE	964	906
se west ban diego	DISESTABLISH	•	(64)
ORTH HIGHLANDS AIR GUARD STATION	CLOSE		
RC POMONA	CLOSE	O	· (P)
rc banta ana (rivine)	CLOSE	(12)	
RC STOCKTON	CLOSE	n	•
BWC PORT NUENEME	RECEIVE	· ·	107
BY LONG BEACH	CLOSE	(263)	(2,706)
NZUKA AS	REALIGN	(573)	(1,202)
erra army depot	REALIGN	(53)	(530)
upship long beach	SISESTABLISH	(11)	(1)
lavis afb	RECEIVE	14	1
•	. Total	802	(3,965)

Million bridge	everage student load	civilian includes on-base	contractor personner;
(William A Licinoca	BAR STA STORE IT WAS	CALIFFIC ENGINEE OF LANCES	

State		Net Gain/(L	.023)
Installation	Action	Mil	Civ
		0	0
COLORADO	RECEIVE	267	234
FALCON AFB	CLOSE	(1,291)	(1,812)
FITZSIMONS ARMY MEDICAL CENTER	RECEIVE	231	•
FORT CARSON	REDIRECT	(78)	(11)
LOWRY AFB	RECEIVE	10	•
PETERSON AFB	Total	. (841)	(1,320)
CONNECTICUT	EISESTABLISH	•	(622)
NUWC DET NEW LONDON	CLOSE	2)	0
STRATFORD ARMY ENGINE PLANT	RECENE	20	13
BUBASE NEW LONDON	Total	13	(800)
DISTRICT OF COLUMBIA	RECEIVE	22	0
NAVAL RESEARCH LABORATORY	RECEIVE	183	0
WALTER REED ARMY MEDICAL CENTER	Total	225	•
PLORIDA	RECEIVE	420	290
EGLIN AFB	REDIRECT	(61)	(123)
HOMESTEAD AFB	RECEIVE	867	57
MACDILL AFB	RECEIVE	0	40
NADEP JACKSONVILLE	RECEIVE	1,901	27
MAS JACKSONVILLE	REALIGN	(19)	(1)
MAS KEY WEST	RECEIVE	300	94
MAS PENSACOLA	RECEIVE	327	•
MAS WHITING FIELD	RECEIVE	•	46
MAWC TRING SYS DIV ORLANDO MRL UNDERWATER SOUND DET ORLANDO	DISESTABLISH	•	(100)
	RECEIVE	42	24
MISWC PANAMA CITY	RECEIVE	83	344
TYNDALL AFS	Total	3,764	679
GEORGIA	DISESTABLISH	•	(164)
DEFENSE CONTRACT MANAGEMENT DISTRICT SOUTH	RECEIVE	•	88
DOBBINS ARB	RECEIVE	84	•
FORT GORDON	RECEIVE	219	7
BIAS ATLANTA BIAVECECOL ATHENS	RECEIVE	201	12
WARNER-ROBINS ALC (ROBINS AFE)	REALIGN Total	(F) 701	(626) (613)
CUAIR	DISESTABLISH	(73)	(240)
PIEC GUAM	REDIRECT	(1,272)	0
MAS AGANA	REALION	(737)	(1,004)
MAYAL ACTIVITIES GUAM	CLOSE	(22)	(841)
and Quam	Total	(2.104)	(2.005)
COUNTY OUR TERM	RECENE	102	
FORT SHAFTER	RECEIVE	646	0
BECS KANEOHE BAY BAYMAG LUALUALEI	RECEIVE	80	346
MAYSTA PEARL HARBOR	RECEIVE	267	. 527
	Total	66 5	773

Department of Defense Recommended BRAC 95 Job Changes by State (Military includes average student load: civilian includes on-base contents personnel)

State Installation	Action	Net Gain/ Mil	(Loss) Civ
		CANCEL MALE LEVEL STREET, STRE	
EDAHO			_
	RECEIVE	123	•
	Total	123	
ELINOIS			
NTC GREAT LAKES	RECENE	90	
PRICE SUPPORT CENTER, IL	CLOSE	. (25)	(200)
BAVANNA ARMY DEPOT ACTIVITY	CLOSE	67)	(203)
	Total	(72)	(548)
SIDIANA			
NAWC-AD INDIANAPOLIS	CLOSE	(26)	(2,805)
MSWC CRANE	RECEIVE	13	1,778
	Total	(3)	•
	-	423)	(1, 02 7)
Kansas	•		
MARC DLATHE	CLOSE	(10)	(4)
	Total	(10)	(4)
SENTUCKY			
PORT KNOX	RECEIVE	1,416	64
MSWC LOUISVILLE	CLOSE	(15)	(1,440)
	Total	1,401	(1,205)
LOUISIANNA			
NAS NEW ORLEANS			_
MAYAL BIO DYNAMICS LAB NEW ORLEANS	RECEIVE CLOSE	0	2
MR READINESS CMD 10 NEW ORLEANS	CLOSE	(15)	(20)
AN KENDINGS COMP TO REAL CHEENS	Total	24)	(23)
	TOTAL	(20)	(EC)
MARIE			
NAS BRUNSWICK	RECEIVE	215	5
	Total	215	5
MARYLAND			
ABERDEEN PROVING GROUND	RECEIVE	11	400
ARMY PUBLICATIONS DISTRIBUTION CENTER	RELOCATE		108
PORT DETRICK	RECENE	(2)	(120)
PORT MEADE (KIMBROUGH HOSPITAL)	REALIGN	6 5)	323
PORT RITCHIE	CLOSE	(1,011)	(74)
MAVAL MEDICAL RESEARCH WIST, BETHESDA	CLOSE	(1.5.1)	(223,1) (24)
NAWC-AD PATUXENT RIVER	RECEIVE	67	•••
MSWC CARDEROCK	RECEIVE	1	**
NEWC DET ANNAPOLIS	CLOSE	Ď	(520)
HOWC DET WHITE OAK	CLOSE	(i)	(201)
	Total	(401)	(1,211)
		•	•
MASSACHUSSETTS DEFENSE CONTRACT MGT, DISTRICT MORTHEAST	RECEIVE		
KANSCOM AFS	RECEIVE		20
MAS SOUTH WEYMOUTH	CLOSE		985
MATICK RESEARCH & DEVELOPMENT CENTER	RECEIVE	(857)	(200)
BUDBURY TRAINING ANNEX	CLOSE	2	160
	Setal .	636)	(CT)
	4	~ ,	
Michegan Referbe reuthlization and marketing bervice (NO)	RECEIVE	•	_
DETROIT ARBENAL	_	•	97
MINUTE AND STALL	receive	•	178

(Military includes average student load, civilian includes on-base contractor personner,

State		Net Gain/	Loss)
Installation	Action	Mil	Civ
DETROIT ARSENAL TANK PLANT	CLOSE	•	•
NRC CADILLAC	CLOSE		•
SELFRIDGE AGB	RECEIVE	64	0
SELFRIDGE ARMY GARRISON	CLOSE .	6 0	(555)
	Total	•	(280)
BUSSISSIPPI			
COLUMBUS AFB	RECEIVE	115	201
NAS MERIDIAN	CLOSE	(Aca, 1)	(47)
NAVOCEANO	RECEIVE Total	0 (812,17)	36 (710)
BRISSOURI			
AVIATION-TROOP COMMAND	DISESTABLISH	Q47)	(4,484)
FORT LEONARD WOOD	RECEIVE	1,409	342
ST LOUIS PUBS	RECEIVE	2	40
	Total	1,164	(4,102)
MONTANA MALMSTROM AFB	REALIGN	(719)	(#0)
	Total	(719)	(40)
MEVADA			
NELLIS AFB	RECEIVE Total	87 87	#5 #5
NEW JERSEY			-
BAYONE MILITARY OCEAN TERMINAL	CLOSE	(100)	(1,267)
CAVEN POINT RESERVE CENTER	CLOSE	(2)	•
PORT DIX	REALIGN	(210)	(421)
FORT MONMOUTH	RECEIVE	**	1,188
NAVY WPNSTA EARLE NAWC LAKEHURST	RECEIVE CLOSE	•	25
BANC SALEHURS!	Total	(756)	(200,1) (200,1)
NEW MEXICO			
MOLLOMAN AFB	RECEIVE	1,300	344
SURTLAND AFB	REALION	(4,866)	(2,254)
	Total	(3,100)	(0.000,17)
CEW YORK			
PORT DRUM	• RECEIVE REALIGN	•	180
PORT HAMILTON RESERVE CENTER PORT TOTTEN	CLOSE	3	62)
GRIFFES AIR GUARD	REDIRECT	(n)	(120) (180)
eirc Staten Island	CLOSE	(12)	(1 .00)
REDCAP ACTIVITY, BUFFALO	DISESTABLISH	. 0	. 6)
ROME LABORATORIES	CLOSE	. (10)	(788,17)
ROSLYN AGS	CLOSE	•	(0,00.7)
Beneca army depot	CLOSE		(215)
stewart up ags	RECEIVE	8	
WATERVLIET ARBENAL	RECEIVE Total	e (41)	29 (7,415)
NORTH CAROLINA	:	•	
MCAS NEW RIVER	RECEIVE Total	703 700	0

Department of Defense Recommended BRAC 95 Job Changes by State (Military Includes average student load civilian includes on-base contractor personnel)

State		Net Gain	(Loss)
Installation	Action	Mil	Civ
NORTH DAKOTA			
grand forks afb	REALIGN	(308,17)	(119)
•	Total	(208,1)	(115)
040			
DEFENSE DISTRIBUTION DEPOT COLUMBUS	REALIGN	(2)	(721)
SPRINGFIELD BECKLEY MAP AGS	CLOSE	•	0
WRIGHT-PATTERSON AFB	RECEIVE	. 1,315	1,233
	Total	1,913	6 12
DICLAHOMA .			
FORT SILL	RECEIVE	1,575	22
MCALESTER ARMY AMMUNITION PLANT	RECEIVE	83	219
Tinker afb (incl oklahoma city alc)	REALIGN	127	(631)
VANCE AFB	RECEIVE	115	201
	Total	1,870	(379)
PENNSYLVANIA Defense distribution depot letterkenny	DISESTABLISH	(4)	67 4)
DEFENSE DISTRIBUTION DEPOT SUSQUEHANNA	RECEIVE	Đ	297
DEFENSE DISTRIBUTION REGION EAST	RECEIVE	•	-
DEFENSE INDUSTRIAL SUPPLY CENTER	REALIGN	(16)	(300)
FORT INDIANTOWN GAP	CLOSE	(136)	005)
BREATER PITTSBURGH IAP ARS	CLOSE	0	(267)
KELLY SUPPORT CENTER	REALIGN	0	(121)
LETTERKENNY ARMY DEPOT	REALIGN	(25)	(2,065)
NAESU PHILADELPHIA	CLOSE	(10)	(00)
matsf Philadelphia	CLOSE	(4)	(223)
NAWC-AD & NCCOSC DET WARMINSTER WARMINSTER	CLOSE	(16)	(233)
NAWC-AD OPEN WATER TEST FACILITY ORELAND	CLOSE	•	. •
MSWC PHILADELPHIA	RECEIVE	•	261
KSY PHILADELPHIA-NORFOLK DET	REDIRECT .	•	•
Tob yhanna arm y d epot	RECEIVE	•	300
	Total	(221)	(3,379)
PUERTO RICO			
PORT BUCHANAN	REALION	(*)	(123)
	Total		(123)
NICCE ISLAND	870718		
METC NEWPORT	RECEIVE	522	10
NAME NEWFORT	Total	. 822	662 572
OUTH CAROLINA			
PISC CHARLESTON	CLOSE		
PORT JACKSON	RECEIVE	5,404	S 1
MCAS BEAUPORT	RECEIVE	640	
NAVAL READINESS OND 7 CHARLESTON	CLOSE	(PC)	(16)
NAVY WPNSTA CHARLESTON	RECEIVE	2,780	•
Bhaw afb (726 acs, homestead afb)	REDIRECT	(123)	(3)
	Total	4,000	31
TEMESSEE .	:	•	
Bureau of Perbonnel (M)	RECEIVE	233	. 200
DEFENSE DISTRIBUTION DEPOT MEMPHIS	DISESTABLISH	(11)	(1,200)
	Total	222	(2006)

State		Net Gain	/(Loss)
installation	Action	Mil	Civ
·	•	•	
EXAS		40	٠,
FELEC. WARFARE SIMULATOR ACT., FT. WORTH	DISESTABLISH	40	Gi
ERGSTROM AIR RESERVE BASE	CLOSE	•	ca, r)
ROOKS AFB	CLOSE	(1,020)	(1,5-C
EFENSE DISTRIBUTION DEPOT RED RIVER	DISESTABLISH	(1) 470	
ORT BUSS	RECEIVE	414	
ORT SAM HOUSTON	RECEIVE	2	•
RB FT WORTH	RECEIVE REALION	364	CI-
ELLY AFB (INCL SAN ANTONIO ALC)	RECEIVE	240	
ACKLAND AFB	RECEIVE	129	2
AUGHLIN AFB	RECEIVE	-	5
ONE STAR ARMY AMMUNITION PLANT	REALIGN	252	ā
AS CORPUS CHRISTI	RECEIVE '	418	Ť
KAS KINGSVILLE	CLOSE	(5)	
IRF LAREDO RED RIVER ARMY DEPOT	CLOSE	00	Q.8
REESE AFB	CLOSE	(00)	0,1
RELDE AYD BHEPPARD AFB	RECEIVE	© 1	•
MEPPARD AFS	Total	(275)	6,0
TAH	DISESTABLISH	. (5)	0.1
DEFENSE DISTRIBUTION DEPOT OGDEN	REALIGN	(165)	(,,,,
DUGWAY PROVING GROUND	RECEIVE	0	1
MELL AFB (INCL UTAH TEST AND TRNG RANGE)	Total	(173)	4,7
wronia			
S MCCDC QUANTICO	RECEIVE	12	
DEFENSE CONTRACT MANAGEMENT COMMAND	RECEIVE	11	
EFENSE GENERAL SUPPLY CENTER	RECEIVE	12	. 1
PORT LEE (KENNER HOSPITAL)	REALIGN		9
PORT PICKETT	CLOSE		¢
MAS NORFOLK	REALION	(861)	
ias oceana	RECEIVE	6,185	
haval mgt systems spt office chesapeake	DISESTABLISH	•	
MEWC DAHLGREN	RECEIVE	•	
MSY NORFOLK	RECEIVE	-	2
BPAWAR ARLINGTON	REDIRECT	(201)	•
•	Total	4,364	•
MASHINGTON			
PORT LEWIS	RECEIVE	137	
HAS WHIDBEY ISLAND	RECENE	610	
MBY PUGET BOUND	RECEIVE	41	
RANC KEYPORT	RECENE Total	82 780	4
	· · · · · · · · · · · · · · · · · · ·		
NEST VINGINA MALLEY GROVE AREA MAINT BUP ACT (AMBA)	CLOSE	•	
MATE I GUILLE INTENDED INCH I SOLL LOS I ASSESSA	Total	•	
BMB-CONS-IN			
IRC SHEBOYGAN	CLOSE	•	
-	. Total		

NOTE: This table excludes relocations "out" for BRAC 95 recommendations to change prior BRAC decisions that have not yet been implemented.

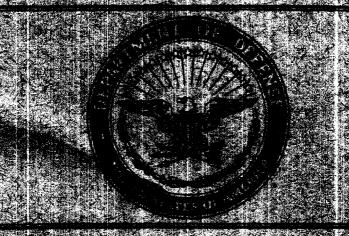
Selected Recommended Changes to Prior Round BRAC Decisions (Personal that have not yet recorded.)

A Prior BRAC Decision Requires Personnel To Relocate:

A BRAC 85 Recommendation Would Change the Destination To:

From		New Lecation	Milbry	i in Civilian
NAS Alemeda, CA	NAS North Interes, CA	HAS Corpus Civinti, TX	4 3	6
NAS Cod Field, FL	SICAS Charry Paint, NC	NAS Course VA	2.206	111
		MCAS Beautori. BC	640	
	MCAS Beautort, SC	NAS Atlanta GA	219	7
•	NAS DOMANA, VA	NAS Jecisonille, FL	1,869	ż
SEAF Dutroit, MI	Marine Corps Res. Ctr., Twin Chies, MN	Sulfridge AGS, MI	84	0
MCAS El Toro and MCAS Tuetin, CA	NAS Lemoore, CA	NAS Comme, VA	1,807	34
		BMS North Island, CA	1.271	84
		NAS Jacksonville, FL	12	•
MCAS El Toro and MCAS Tuetro, CA	NAS Miremer, CA	MCAS New River, NC	703	٥
		MCAS Kanache Bay, HI	126	Ö
Nevel Nuclear Training, Orlando, FL	BUBASE New Landon, CT	Wespore Station Charteston, SC	2,780	0
NTC Onando & NTC San Diago, CA	NAS Perescote, FL	Leoldend AFB, TX	183	•
	NTC Great Lakes, MI	BUWC Keyport, WA	82	0
		FTC Sen Dego, CA	127	0
Stave! Recruiting Command, Washington, DC	NTC Great Lakes, MI	Suresu of Personnel, Memphis, TN	216	125
Nave! Security Group Command Detachment Potomec, MD	Fort Mende, MD	Havel Research Laboratory, MD	32	•
Wittems Air Force Base, AZ	Orlando, FL	Williams Air Force Bose, AZ	0	*
Orthus AFB, NY 465th Enomerone Installation Group	HE AFB, UT	Unit Inactivates		

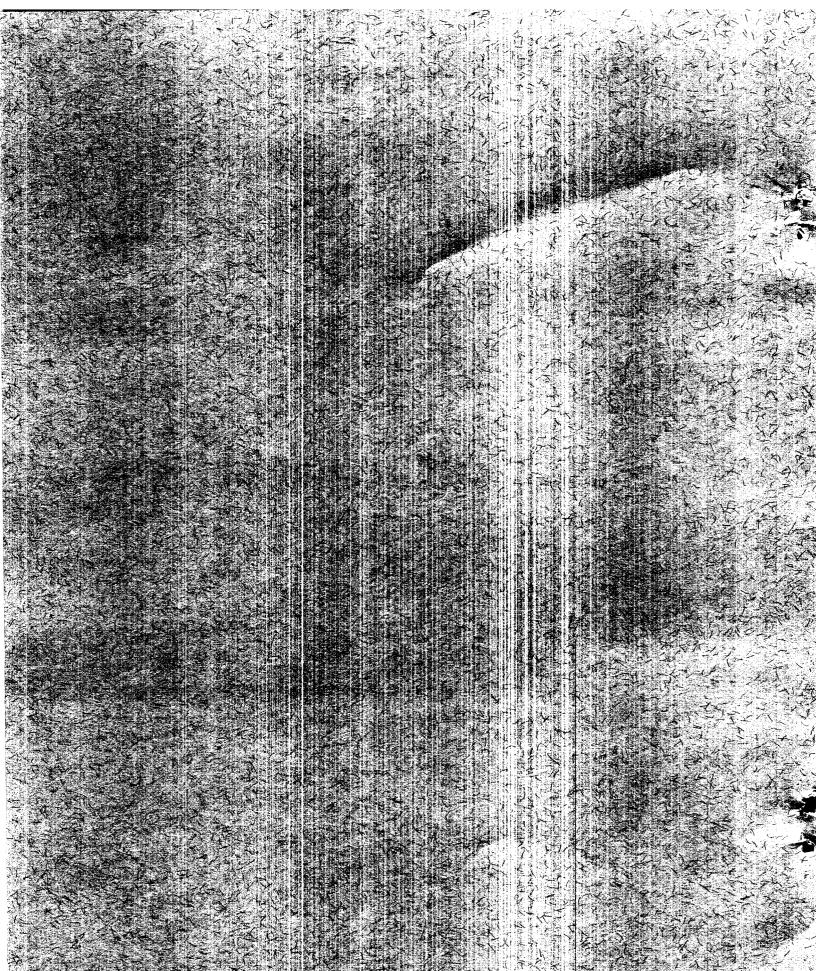
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Preface

This information has been assembled to support the 1995 Department of Defense recommendations for base closures and realignments inside the United States.

The Secretary of Defense transmitted his recommended closures and realignments to the 1995 Defense Base Closure and Realignment Commission and to the Congress on February 28, 1995. The recommendations were also published in the Federal Register.

Chapter Five of this report contains the statutory recommendations, justifications and process summaries the Secretary of Defense transmitted to the Commission, the Congress, and the <u>Federal Register</u> pursuant to Public Law 101-510, as amended.

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THE SECRETARY OF DEFENSE WASHINGTON, DC 20301-1000

February 28, 1995

Honorable Alan J. Dixon Chairman Defense Base Closure and Realignment Commission 1700 North Moore Street, Suite 1425 Arlington, VA 22209

Dear Mr. Chairman:

Under the procedures of Public Law 101-510, as amended, I hereby transmit for your review my recommendations to close or realign 146 installations. Attached to this letter is a summary of the selection process and the description of and justification for each recommendation.

These recommendations were not arrived at easily. We were forced to consider and choose among many excellent facilities. But there is no alternative: if we fail to bring our infrastructure in line with our force structure and budget, we will lack the funds to maintain our readiness and modernization in years to come.

Being Objective and Fair

The base closure process was designed by the Congress to be objective, open and fair. Each potential recommendation is measured by published criteria, which gives priority first to military value, then to cost savings and to the economic and other impacts upon local communities. The data employed have been certified and our procedures have been overseen by the DoD Inspector General and the General Accounting Office. Both, of course, will be reviewed in detail by the public and your Commission.

That process has worked well so far, and we have followed it to the letter.

Within the Department, recommendations were made first by each Military Department and certain Defense Agencies (hereafter, "the Services"). Each Service made its best judgment about the facilities it has and the capacities it needs, applying the published force structure and criteria required by the law. They operated under the guidance of a BRAC Review Group chaired by the Deputy Secretary.

At the beginning of February, the Services made their recommendations to me. Since that time, my staff and the Joint Staff have reviewed the recommendations and underlying analyses to ensure that the law and DoD policies were followed. We particularly looked for concerns or

effects that the Military Departments might not fully have taken into account, such as the war fighting requirements of the Unified and Specified Commanders, treaty obligations of the United States, and possible economic impacts from independent actions of several Services on a particular locale.

Preserving Military Capabilities

My recommendations are consistent with the force structure plan for the Armed Forces for the six-year period of the Future Years Defense Plan. In Fiscal year 1999, the active Army will have 10 divisions; we will have room to station all of them. The active Navy will have 11 carriers; we will have room to berth them. The active Air Force will have 936 fighters; we will have room to beddown all of them. The active Marine Corps will contain 3 divisions; we will be able to base them. In exercising military judgment, the Services have retained domestic capacity to accommodate their forward deployed forces if need be. I am confident, therefore, that the remaining base structure can accommodate any foreseeable force resizing — even a significant degree of reconstitution.

The Chairman, Joint Chiefs of Staff concurs in this view and supports these recommendations fully.

Based upon the 1993 BRAC Commission's recommendation and my own view that the support structure of the Department needed to be reduced just as the combat force had been, I designated common support functions as areas of special attention in BRAC 95. Joint Cross Service Groups analyzed the Department's depot, medical, pilot training, laboratory, and test and evaluation facilities. These groups assessed both the functional value and the capacity of these facilities. They compared this to projected needs and suggested to the Services both reduction goals and possible alternatives to meet them. The Services then considered these alternatives in their own review process. In some cases they adopted these suggestions as recommended or in modified form; in other cases they declined to do so because the bases had unique military value to the Services, or for other reasons. Overall, the cross service effort did assist in reducing excess capacity and determining where joint or collocated functions made functional and economic sense. Further, this DoD-wide review of support functions provides a road map for cross-servicing in the future.

In the logistics area, in particular, savings were achieved using several strategies. The Army, Navy, and Defense Logistics Agency (DLA) all proposed closing major depots and/or shipyards. The Air Force, however, proposes to achieve significant savings by consolidating and reducing activity at its five air logistics centers in place, as well as providing consolidation sites for DLA storage activities. Because of the Air Force's unique logistics complexes, this approach proved significantly more cost effective than closures.

These Recommendations Will Save Billions

My recommendations, if approved, will provide very substantial savings to the taxpayers and the Department. Initially, implementing these closures and realignments will require expenditures estimated at \$3.8 billion (excepting certain environmental costs). However, even within the 6 year planning period for which we program a budget, this round will provide approximately \$4 billion in savings (FY96\$) in excess of the costs required for base closure. These savings will continue at the rate of approximately \$1.8 billion per year, and over the twenty year period for which we forecast should total some \$18 billion (measured on a present value basis in today's dollars).

Net savings, FY 1996-2001	\$ 4.0 billion
Annual savings thereafter	\$ 1.8 billion
Total (over 20 years, present value)	\$18.4 billion.

The 1995 program, coupled with the previously approved closures, will reduce the domestic base structure by about 21 percent (measured by replacement value). All four rounds of closures together, when complete in 2001, will produce about \$6.0 billion in annual recurring savings (FY96\$) and a total savings over 20 years in present value of almost \$57 billion.

Assisting Community Recovery

As we implement these closures, we recognize a special obligation to those men and women -- military and civilian -- who won the Cold War. We will meet that obligation.

In addition to transition programs for DoD personnel, the Department is determined to carry out the President's promise to help base closure communities reshape their economic future. This assistance comes in many forms: technical assistance and planning grants; on site base transition coordinators to provide a focal point for Federal assistance; accelerated property disposal to make surplus property available for civilian reuse; and fast track environmental cleanup in coordination with Federal and State regulators and community reuse authorities.

In some cases, reused bases are now home to more civilian jobs than there were before closure. Many communities have found that base property can be the bedrock for a healthier and more diverse economy. What it requires is strong local leadership and a lot of hard work. We at the Department stand ready to help.

I have sent identical letters, with enclosures, to the Chairmen of the House National Security and Appropriations Committees and the Senate Armed Services and Appropriations Committees, and published this letter, with its enclosures, in the Federal Register.

Enclosures

In closing, I would like to note the critical role that your Commission plays. Your review is an essential confirmation of the integrity of our procedures and the soundness of our judgments. We know that your review of our recommendations will be as searching, thorough and careful as the process by which we made them. We stand ready to provide any information you require and to discuss any judgment we have made. In the end, we hope you endorse our recommendations in this process that is so critical to our Nation's security.

Sincerely,

William J. Kerry

Intro-4

Chapter 1

A Base Closure Overview

Why Close Bases?

With the end of the Cold War, the Department of Defense has undertaken a restructuring of its military forces. During the past decade, the number of servicemen and women has been reduced one-third. The Department's budget has also shrunk. From fiscal 1985 to 1997, in real terms overall Defense spending has declined by 40 percent.

The Department's physical infrastructure, too, must be reduced. Within the United States, the Department has over 400 major bases. Unless the infrastructure is downsized commensurately with the force structure and budget, funds will be spent on buildings instead of readiness and modernization. Outside the United States, we have reduced our presence dramatically, withdrawing from over half our facilities.

For many years, however, the Department found the opposition to closing domestic bases to be too powerful. In the decade before the first BRAC Commission, only 4 could be closed.

An Independent Process

In the late 1980's, members of Congress concluded that the only way to overcome the opposition of its members to individual closings was to entrust the process to an independent commission. The first Base Closure and Realignment Commission was created by statute in 1988. Under the terms of its creation, the BRAC Commission would develop and recommend an entire slate of closings. Once made, that slate could not be modified by the President or the Congress, merely approved or disapproved.

The 1988 BRAC Commission recommended the closure of 16 major facilities. Once fully implemented in 1996, its recommendations will save the taxpayers some \$700 million per year.

Recognizing how useful the first BRAC Commission had been, Congress enacted the Defense Base Closure and Realignment Act of 1990 (P.L. 101-510). The Act continued the use of an independent commission, but specified that the role of the newly established Defense Base Closure and Realignment Commission would be one of review. Henceforth, responsibility for developing closure and realignment recommendations would be the responsibility of the Department of Defense.

In accordance with the 1990 Act, the Department develops base closure and realignment recommendations based upon two public documents:

- long-term force structure plan, which is the basis of determining installation requirements, and
- selection criteria that are applied to rank bases in categories where there is excess capacity.

The selection criteria used since BRAC 91 give priority consideration to military value, but also take into account costs and savings, as well as economic and environmental impacts. The data used in these analyses are certified and audited by the Services' audit agencies and the DoD Inspector General. The internal Department process is also monitored by the General Accounting Office.

The BRAC recommendations of the Service Secretaries are reviewed by the Joint Chiefs of Staff and the Office of the Secretary of Defense before the Secretary of Defense forwards his recommendations to the Commission. This final review takes into account factors that the Services may not have considered (e.g., impacts on other Federal agencies, U.S. treaty obligations, or the combined economic effects of actions by more than one service).

The Commission is composed of eight individuals who are nominated for this task by the President and confirmed by the Senate. Six of the eight commissioners are nominated in consultation with the Congressional leadership from both major parties.

The Commission's responsibility is to review the Department's recommendations using the same force structure plan and selection criteria. Where the Commission finds that the Department has substantially deviated from either of these two foundations, it has the authority to alter the recommendation, but it must justify such actions on the same basis as did the Department.

The Commission must submit its recommendations to the President by July 1, 1995. If the recommendations are not rejected or returned for further consideration, the President must forward them to the Congress by July 15th. Unless disapproved by resolution of both houses of Congress within 45 legislative days, the recommendations thereafter have the force of law.

Results

Most observers believe that the BRAC process has fulfilled its objectives well. In each round, the Commission's recommendations have been approved by the President and the Congress.

The decisions in the three previous BRAC rounds -- covering 70 major bases and several hundred smaller facilities -- are now being implemented by DoD.

Despite significant up-front costs, BRAC actions save money for the Department and the taxpayers. Overall, the first three rounds of BRAC should result in recurring yearly savings of more than \$4 billion, and total savings in excess of \$30 billion. The following table summarizes the estimated costs and net savings for the previous three BRAC rounds, as well as the actions recommended in 1995 (in billions of FY96\$):

BRAC Costs & Savings (Billions of FY 96\$)

	BRAC Actions	Closure Costs ¹	6 Year Net Savings ²	Recurring Annual Savings ³	Total Savings ⁴
BRAC 88	145	\$2.2	\$0.3	\$0.7	\$6.8
BRAC 91	82	4.0	2.4	1.6	15.8
BRAC 93	<u> 175</u>	6.9	_0.4	1.9	15.7
Subtotal	402	13.1	3.1	4.2	38.3
BRAC 95	_146	_3.8	_4.0	1.8	18.4
Total	548	\$16.9	\$7.1	\$6.0	\$56.7

Excludes environmental cleanup costs and projected revenues from land sales.

Net savings within the six-year statutory implementation period.

Projected recurring annual savings after the six-year implementation period.

Net savings after closure costs, measured over 20 years and discounted to present value at 4.2%.

Chapter 2

The Force Structure Plan

Background

Public Law 101-510 requires the Secretary of Defense to submit to the Congress and the Commission a force structure plan for fiscal years 1995 through 2001. The force structure plan which follows incorporates an assessment by the Secretary of the probable threats to the national security during the fiscal year 1995 through 2001 period, and takes into account the anticipated levels of funding for this period. The plan comprises three sections:

- The military threat assessment,
- The need for overseas basing, and
- The force structure, including the implementation plan.

The force structure plan is classified SECRET. What follows is the UNCLASSIFIED version of the plan.

Section I: Military Threat Assessment

The vital interests of the United States will be threatened by regional crises between historic antagonists, such as North and South Korea, India and Pakistan, and the Middle East/Persian Gulf states. Also the collapse of political order as a result of ethnic enmities in areas such as Somalia and the former Yugoslavia will prompt international efforts to contain violence, halt the loss of life and the destruction of property, and re-establish civil society. The future world military situation will be characterized by regional actors with modern destructive weaponry, including chemical and biological weapons, modern ballistic missiles, and, in some cases, nuclear weapons. The acceleration of regional strife caused by frustrated ethnic and nationalistic aspirations will increase the pressure on the United States to contribute military forces to international peacekeeping/enforcement and humanitarian relief efforts.

The United States faces three types of conflict in the coming years: deliberate attacks on U.S. allies or vital interests; the escalation of regional conflicts that eventually threaten U.S. allies or vital interests; and conflicts that do not directly threaten vital interests, but whose costs in the lives of innocents demand an international response in which the United States will play a leading role.

Across the Atlantic

The Balkans and parts of the former Soviet Union will be a source of major crises in the coming years as political-ethnic-religious antagonisms weaken fragile post-Cold War institutions. These countries may resort to arms to protect narrow political-ethnic interests or maximize their power vis-à-vis their rivals. The presence of vast stores of conventional weapons and ammunition greatly increases the potential for these local conflicts to spread. Attempts by former Soviet republics to transform into democratic states with market economies and stable national boundaries may prove too difficult or too costly, and could result in a reassertion of authoritarianism, economic collapse, and civil war.

In the Middle East, competition for political influence and natural resources (i.e., water and oil), along with weak economies, Islamic fundamentalism, and demographic pressures will contribute to deteriorating living standards and encourage social unrest.

The major threat of military aggression or subversion in the Persian Gulf region may well emanate from Iran. Iran will find its principal leverage in subversion, propaganda, and in threats and military posturing below the threshold that would precipitate U.S. intervention.

Iraq will continue to be a major concern for the region and the world. By the turn of the century, Iraq could pose a renewed regional threat depending on what sanctions remain in place and what success Iraq has in circumventing them. Iraq continues to constitute a residual threat to some Gulf states, particularly Kuwait.

Across the Pacific

The security environment in most of Asia risks becoming unstable as nations reorient their defense policies to adapt to the end of the Cold War, the collapse of the Soviet empire, the breakup of the former Soviet Union, and the lessons of the Persian Gulf War. Political and economic pressures upon Communist or authoritarian regimes may lead to greater instability and violence.

Our most active regional security concern in Asia remains the military threat posed by North Korea to our treaty ally, the Republic of Korea. Our concerns are intensified by North Korea's efforts to develop weapons of mass destruction and the associated delivery systems.

China's military modernization efforts of the last two decades will produce a smaller but more capable military with modern combat aircraft, including the Su-27 FLANKER. By the end of the decade China will also have improved strategic nuclear forces.

Japan's major security concerns will focus primarily on the potential emergence of a reunified Korea armed with nuclear weapons, on the expanding Chinese naval threat, and on the possibility of a nationalistic Russia.

In South Asia, the principal threat to U.S. security will remain the potential of renewed conflict between India and Pakistan. The conventional capabilities of both countries probably will be eroded by severe budget pressures, internal security obligations, and the loss of Superpower benefactors.

The Rest of the World

This broad characterization covers regions not addressed above and is not intended to either diminish or denigrate the importance of U.S. interests, friends, and allies in areas beyond Europe and the Pacific.

In Latin America, democratic foundations remain unstable and the democratization process will remain vulnerable to a wide variety of influences and factors that could easily derail it. Virtually every country in the region will be victimized by drug-associated violence and crime.

In Africa, chronic instability, insurgency, and civil war will continue throughout the continent. Two major kinds of security issues will dominate U.S. relations with the region: noncombatant evacuation and conflict resolution. Operations most likely to draw the U.S. military into the continent include disaster relief, humanitarian assistance, international peacekeeping, and logistic support for allied military operations. Further, conflict resolution efforts will test the growing reputation of the United States for negotiation and mediation.

Direct threats to U.S. allies or vital interests that would require a significant military response in the near-future are those posed by North Korea, Iran, and Iraq. More numerous, however, are those regional conflicts that would quickly escalate to threaten vital U.S. interests in southeastern Europe, Asia, the Middle East, Africa, and Latin America. These conflicts would pose unique demands on the ability of U.S. Armed Forces to maintain stability and provide the environment for political solutions. Finally, there will be a large number of contingencies in which the sheer magnitude of human suffering and moral outrage demands a U.S. response, probably in concert with the United Nations.

Section II: Justification for Overseas Basing

Although we have reduced overseas presence forces, we nevertheless will continue to emphasize the fundamental role of mobile, combat-ready forces in deterring aggression by demonstrating our commitment to democratic allies and friends, and promoting regional

stability through cooperation and constructive interaction. This is achieved through peacetime engagement, conflict prevention, and fighting to win. Overseas presence activities such as combined exercises, port visits, military-to-military contacts, security assistance, combating terrorism and drug trafficking, and protecting American citizens in crisis areas will remain central to our strategy. U.S. influence will be promoted through continuing these overseas operations.

Over the past 50 years, the day-to-day presence of U.S. forces in regions of geostrategic importance to U.S. national interests has been key to averting crises and preventing war. Our forces throughout the world show our commitment, lend credibility to our alliances, enhance regional stability, and provide crises response capability while promoting U.S. influence and access. Although the number of U.S. forces stationed overseas has been significantly reduced, the credibility of our capability and intent to respond to any crisis will continue to depend on judicious overseas presence. Overseas presence is also vital to the maintenance of the collective defense system by which the U.S. works with its friends and allies to protect our mutual security interests while reducing the burdens of defense spending and unnecessary arms competition.

Europe, Middle East, Southwest Asia

U.S. interests in Europe, the Mediterranean, the Middle East, Africa, and Southwest Asia, require continuing commitment. We must maintain forces, forward stationed and rotational, with the capability for rapid reinforcement from within the Atlantic region and from the United States when needed.

The end of the Cold War significantly reduced the requirement to station U.S. forces in Europe. Yet, the security of the United States and of Europe remain linked, and continued support of the evolving Atlantic Alliance is crucial. Our long-term stake in European security and stability, as well as enduring economic, cultural, and geopolitical interests require a continued commitment of U.S. military strength.

Our overseas presence forces in Europe must be sized, designed, and postured to preserve U.S. influence and leadership in the Atlantic Alliance and in the future security framework on the continent. The remaining force is a direct response to the uncertainty and instability that remains in this region. Forward-deployed forces provide an explicit and visible commitment to the security and stability of Europe. Pre-positioned and afloat equipment supports rapid reintroduction of CONUS-based forces should the need arise in Europe or elsewhere.

Persistent Iraqi challenges to Persian Gulf security provide a solid grounding for continued U.S. presence in the region. Air, ground, and maritime deployments, coupled with

pre-positioning, combined exercises, security assistance, and infrastructure, supported by a European and regional enroute strategic airlift infrastructure, greatly enhanced our recent crisis-response force buildup. Our future commitment will include rotational deployments of battalion-sized maneuver forces, land-based tactical aviation units, and five surface combatants, reinforced by pre-positioned and afloat equipment, access agreements, bilateral planning, periodic exercises, deployments of Carrier Battle Groups (CVBGs), Amphibious Ready Groups (ARGs), and Marine Expeditionary Units (Special Operations Capable) (MEUs(SOC)), visits by senior officials, and security assistance.

Pacific Forces

U.S. interests in the Pacific, including Southeast Asia and the Indian Ocean, also require a continuing commitment. As Asia continues its economic and political development, U.S. overseas presence will continue to serve as a stabilizing influence and a restraint on potential regional aggression and rearmament.

A strong U.S. naval and land-based presence is designed to buttress our interests in the region. A carrier and amphibious force, including 1(+) CVBG and one Marine Expeditionary Force with one MEU(SOC) will be forward-based in this region. One Army division, less one brigade, with supporting Combat Support (CS)/Combat Service Support (CSS) elements, and one Air Force Fighter Wing Equivalent (FWE) in South Korea and 1(+) FWE in Japan are forward-based in this region. In addition, presence in both Alaska and Hawaii will be maintained.

Elsewhere in the World

In the less-predictable yet increasingly important other regions of the globe, the United States seeks to preserve its access to foreign markets and resources, mediate the traumas of economic and social strife, deter regional aggressors, and promote the regional stability necessary for progress and prosperity. From Latin America to sub-Saharan Africa to the far-flung islands of the world's oceans, American military men and women contribute daily to the unsung tasks of nation-building, security assistance, and quiet diplomacy that protect and extend our political goodwill and access to foreign markets. Such access becomes increasingly critical in an era of reduced overseas presence, when forces deploying from the United States are more than ever dependent on enroute and host-nation support to ensure timely response to distant crises. In the future, maintaining overseas presence through combined planning exercises, pre-positioning and service agreements, combined warfighting doctrine, and interoperability could spell the difference between success and failure in defending important regional interests.

Contingency Forces

U.S. strategy for the come-as-you-are arena of spontaneous, often unpredictable crises requires fully trained, highly ready forces that are rapidly deliverable and initially selfsufficient. In regions where no U.S. overseas presence exists, these contingency forces are the tip of the spear, first into action, and followed if necessary by heavier forces and longterm sustainment. Therefore, such forces must be drawn primarily from the active force structure and tailored into highly effective joint task forces that capitalize on the unique capabilities of each Service and in the special operations forces. In this regard, the CINCs must have the opportunity to select from a broad spectrum of capabilities such as: airborne, air assault, light infantry, and rapidly deliverable armor and mechanized infantry forces from the Army; the entire range of fighter, fighter-bomber, and long-range conventional bomber forces provided by the Air Force; carrier-based naval air power, the striking capability of surface combatants, and the covert capabilities of attack submarines from the Navy; the amphibious combat power and rapid response Maritime Prepositioning Forces of the Marine Corps, which includes on-station MEU(SOC)s; and the unique capabilities of special operations forces. Additionally, certain reserve units must be maintained at high readiness to assist and augment responding active units. Reserve forces perform much of the lift and other vital missions from the outset of any contingency operation.

Section III: The Force Structure and Implementation Plan

	FY 94	FY 97	FY 99
ARMY DIVISIONS			
Active	13	10	10
Reserve	8	8	8
MARINE CORPS DIVISIONS			
Active	3	3	3
Reserve	1	1	1
AIRCRAFT CARRIERS	. 12	11	11
RESERVE CARRIERS	-	1	1
CARRIER AIR WINGS			
Active	11	10	10
Reserve	2	1	1
BATTLE FORCE SHIPS	387	363	344
AIR FORCE FIGHTERS			
Active	978	936	936
Reserve	795	504	504
AIR FORCE BOMBERS			
Active	139	104	103
Reserve	12	22	26

DoD Personnel

(End Strength in thousands)

	FY 94	FY 97	FY 99
ACTIVE DUTY			
Army	543	495	495
Navy	468	408	394
Marine Corps	174	174	174
Air Force	<u>426</u>	_385	_382
TOTAL	1,611	1,462	1,445.
RESERVES AND NATIONAL GUARD	997	904	893
CIVILIANS	913	799	759

The Selection Criteria

Public Law 101-510 requires the Secretary of Defense to develop and report to the Congress the criteria to be used in selecting bases for closure and realignment. In BRAC 95, the Department used the same criteria as in BRAC 91 and 93. As described below, those criteria give priority to military value, followed by return on investment and economic and other impacts on base communities.

This chapter presents the BRAC 95 criteria and important events and decisions from both past and present BRAC rounds that contributed to their development. On December 9, 1994, the Department of Defense published a notice in the <u>Federal Register</u> that identified the selection criteria to be used in BRAC 95.

Maintaining the Prior Selection Criteria for BRAC 95

The Department of Defense decided not to change the criteria for BRAC 95 after careful consideration of suggestions made over the past two rounds of closures by the public, Congress, General Accounting Office, the Defense Base Closure and Realignment Commission, and from within DoD. The Department's decision was based on two factors:

1) the criteria were broadly defined, which permitted adaptation through policy guidance to changing circumstances and differing types of activities; and 2) the criteria served well in the 1991 and 1993 efforts.

For BRAC 95, the Department reviewed and improved its process for considering economic impact, including the cumulative economic impact of prior BRAC actions. These improvements in procedures respond to issues raised by the 1993 Defense Base Closure Realignment Commission and the General Accounting Office. For BRAC 95, the Department considered cumulative economic impact as part of the sixth criterion, i.e., "the economic impact on communities." DoD considered economic impact and cumulative economic impact as relative measures when comparing alternatives. This process is discussed in detail in Chapter 4.

In deciding to use the previous selection criteria in BRAC 95, the Department also evaluated the issue of non-DoD costs. The National Defense Authorization Act for Fiscal Year 1994 directed DoD to consider whether the costs of BRAC actions to other Federal departments and agencies should be included in the selection criteria for the 1995 BRAC process. After conducting a thorough review of the issue, the Department decided against such a change. First, it would be impossible to obtain accurate estimates for such costs within the controlled procedures of the BRAC process. Furthermore, even where BRAC

actions could result in cost increases to other Federal departments and agencies, DoD found that these costs in most cases analyzed would amount to a small fraction of BRAC savings -- less than 2 percent -- and therefore would not be likely to alter BRAC decisions.

BRAC 95 Selection Criteria

In selecting military installations for closure or realignment, the Department of Defense, giving priority consideration to military value (the first four criteria below), will consider:

Military Value

- 1. The current and future mission requirements and the impact on operational readiness of the Department of Defense's total force.
- 2. The availability and condition of land, facilities and associated airspace at both the existing and potential receiving locations.
- 3. The ability to accommodate contingency, mobilization, and future total force requirements at both the existing and potential receiving locations.
- 4. The cost and manpower implications.

Return on Investment

5. The extent and timing of potential costs and savings, including the number of years, beginning with the date of completion of the closure or realignment, for the savings to exceed the costs.

Impacts

- 6. The economic impact on communities.
- 7. The ability of both the existing and potential receiving communities' infrastructure to support forces, missions and personnel.
- 8. The environmental impact.

Selection Criteria for Prior BRAC Rounds

The BRAC 88 selection criteria were developed jointly by the Department of Defense and the Congress, and were incorporated by reference into Public Law 100-526 (the Defense Authorization Amendments and Base Closure and Realignment Act). This law was a precursor to the current BRAC authority.

In BRAC 91, the Department proposed criteria, solicited public comments, transmitted the final selection criteria to the Congressional Defense Committees and subcommittees, and notified the public in the Federal Register of all these activities. DoD published the proposed selection criteria and request for comments in the November 30, 1990, issue of the Federal Register (55 FR 49678). The proposed criteria closely mirrored the criteria established by the 1988 Defense Secretary's Commission on Base Realignment and Closure (see Appendix E for a history of base closures). However, the proposed criteria differed in two ways from the 1988 criteria: 1) DoD would give priority consideration to military value, and 2) the return on investment "payback" period would not be limited to six years.

In BRAC 93, DoD published a notice in the December 15, 1992, issue of the <u>Federal Register</u> (57 FR 59334), stating that the selection criteria used in BRAC 91 would be used again, unchanged. DoD made this decision because the BRAC 91 final criteria were appropriately amended based on public comments, were accepted by Congress, and served well in the 1991 effort.

Chapter 4

The 1995 Selection Process

In developing the Defense Base Closure and Realignment Act of 1990 (Public Law 101-510), as amended, Congress provided mechanisms to ensure that the process would be fair, objective, and open. The Act requires that closures and realignments of military installations in the United States must be recommended on the basis of a six-year force structure plan and public selection criteria.

The procedures are continually subject to review by the DoD Inspector General, the General Accounting Office, as well as by the BRAC Commission and the public. This section describes them in detail.

Policy Guidance

The Deputy Secretary established the policy, procedures, authorities and responsibilities for selecting bases for realignment or closure (BRAC) by memorandum dated January 7, 1994. This policy guidance provided the Secretaries of the Military Departments and the Directors of the Defense Agencies with the responsibility to provide the Secretary of Defense with recommendations for closures and realignments. This policy also required the Secretaries of the Military Departments and Defense Agencies to develop recommendations based exclusively upon the force structure plan and final selection criteria; consider all military installations inside the United States (as defined in the law) equally; analyze their base structure using like categories of bases; use objective measures for the selection criteria wherever possible; and allow for the exercise of military judgement in selecting bases for closure and realignment.

The Deputy Secretary also established the BRAC 95 Review Group and the BRAC 95 Steering Group to oversee the entire BRAC process. The BRAC 95 Review Group was composed of senior level representatives from each of the Military Departments, Chairpersons of the BRAC 95 Steering Group and each Joint Cross-Service Group, and other senior officials from the Office of the Secretary of Defense, Joint Staff and Defense Logistics Agency. It provided oversight and policy for the entire BRAC process. The BRAC 95 Steering Group assisted the Review Group in exercising its authorities.

The Assistant Secretary of Defense for Economic Security was given the responsibility to oversee the 1995 process, and was delegated authority to issue additional instructions. All policy memoranda applicable to the BRAC 95 process are provided at Appendix C.

The Chairman of the Joint Chiefs issued the interim force structure plan, as directed by the Deputy Secretary's January 7, 1994 memorandum, on February 7, 1994. The Deputy Secretary issued the final selection criteria on November 2, 1994. The Deputy Secretary provided the final force structure plan on January 11, 1995. This Plan was updated on February 22, 1995, by the Deputy Secretary to reflect budget decisions, and was provided to Congress and the Commission on the same day.

Joint Cross-Service Functions

The 1993 BRAC Commission recommended that the Department develop procedures for considering potential joint or common activities among the Military Departments. For BRAC 95, the Deputy Secretary directed the creation of Joint Cross-Service Groups (JCSGs) to consider these issues in conjunction with the Military Departments.

As announced in the Deputy Secretary's January 7, 1994, BRAC policy guidance, and further addressed in BRAC Policy Memorandum Number Two, issued on November 2, 1994, a process, involving both Joint Cross-Service Groups (JCSGs) and the individual Military Departments, was established to develop closure and realignment alternatives in situations involving common support functions for five functional areas. The five functional areas were: Depot Maintenance, Military Medical Treatment Facilities, Test and Evaluation, Undergraduate Pilot Training and Laboratories.

Each of the Joint Cross-Service Groups developed excess capacity reduction goals; established data collection procedures and milestone schedules for cross-service analysis of common support functions; and presented alternatives to the Military Departments for their consideration in developing recommendations. The JCSGs issued their alternatives to the Military Departments in November of 1994, and they considered them as part of their ongoing BRAC analysis.

In some instances, the Departments adopted the alternatives and recommended them, as made or modified, to the Secretary of Defense. In other instances, the Services declined to endorse them, because the particular alternative was considered to not be cost effective or for other reasons.

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A summary of each of the joint cross-service functional reviews follows:

Depot Maintenance

In depot maintenance, the overall capacity reduction goals were attained, and data has been collected which will facilitate cross-service workload transfers after BRAC. Major cross-service recommendations include the realignment of missile guidance work to

Tobyhanna Army Depot, the plating of Naval guns at Watervliet Army Arsenal, and the collocation of DLA storage functions in excess facilities at Air Force logistics centers. The groundwork for at least one future joint depot has also been established. While there was limited cross-servicing directly attributable to JCSG recommendations, the services considered the alternatives presented and have developed what they believe to be more cost effective in-house solutions. Overall results achieved a cost effective reduction in excess capacity, even if cross-servicing was not maximized. The process laid the foundation for further cross-servicing downstream, outside the BRAC process.

Laboratories

There were some significant cross-service actions taken as a result of the JCSG alternatives. The package includes some C4I cross-service consolidation at Fort Monmouth, NJ, as well as medical research consolidation in Washington, DC. Excess capacity was reduced; however, capacity reduction was less than desired by the JCSG. Many of the workload transfers proposed by the JCSG were too small to influence installation decisions and were therefore not considered cost effective by the Military Departments. Since lab consolidations often appear most attractive on installations devoted to testing, lack of joint consolidation in the T&E area affected laboratory recommendations. As with Depots, potential workload consolidation opportunities were identified which may occur in the future outside of BRAC.

Test and Evaluation

Cross-servicing and downsizing of the test and evaluation infrastructure proved to be a considerable challenge. In general, the Military Departments concluded that preservation of core test facilities, which have irreplaceable land, air and water ranges, precluded closures of major facilities and that cross-servicing of T&E functions would not be cost effective. However, there was some success in the closure of a number of small test functions, and consolidations within each Service's technical infrastructure.

Medical Facilities

The Military Medical Treatment Facilities group established and generally achieved its overall cross-service and excess capacity reduction goals. This was in large measure due to the cross-servicing policies already in affect in this function. Since location of military medical facilities is largely dependent on the major military installations which provide their patient load, they generally followed the realignment and closure actions of the Military Departments. As with several of the other groups, the medical JCSG group identified and is planning for future actions for consolidation and downsizing of medical facilities through programmatic actions. BRAC 95 did provide an opportunity to close one major teaching

hospital, while rationalizing other graduate medical training. It also provided an avenue to down-size many large, full service hospitals to smaller hospitals or clinics. Cross-servicing will continue in this vital field.

Undergraduate Pilot Training

The JCSG alternatives were incorporated in the work of the Military Departments and provided a basis for carrying out the Department's policies for cross-service flight training. The Air Force and Navy's earlier agreement to consolidate primary fixed-wing training through a joint syllabus was critical to this group's success. The recommendations developed reduce excess capacity and maintain a capacity buffer to ensure meeting projected requirements during the turmoil associated with multiple base closures and fielding the new JPATS trainers. However, there was no agreement on the collocation or consolidation of helicopter training. Like other core activities, this issue needs to be resolved before BRAC real estate alternatives are addressed. Overall, the Military Departments reduced this training infrastructure by three bases.

OSD/JCS Review

Using certified data, the Secretaries of the Military Departments and Directors of the Defense Agencies developed their recommendations based on the approved final criteria and force structure plan, and submitted their base closure and realignment recommendations to the Secretary of Defense for review and approval. As part of the Secretary's review, the Assistant Secretary of Defense for Economic Security provided for Joint Staff and OSD review of the recommendations received from the Military Departments and Defense Agencies.

The Joint Staff reviewed the recommendations from a warfighting perspective to ensure they would not adversely affect the military readiness capabilities of the armed services. The Chairman of the Joint Chiefs of Staff endorsed all the Military Department and Defense Agency recommendations without objection.

Key staff elements of the Office of the Secretary of Defense and the Joint Staff also reviewed the recommendations to ensure they would not sacrifice necessary capabilities and resources. The Assistant Secretary of Defense for Economic Security reviewed the recommendations to ensure all eight selection criteria were considered and the recommendations were consistent with the force structure plan. This review also assured that DoD policies and procedures were followed and that the analyses were objective and rigorous.

The Secretary approved the recommendations of the Military Departments and Defense Agencies and the list of military installations approved by the Secretary of Defense for closure or realignment is herein forwarded, as required, to the 1995 Defense Base Closure and Realignment Commission.

Summaries of the Military Department and Defense Agency selection processes precede their recommendations and justifications. Additionally, a summary of the processes used by the Joint Cross-Service Groups is in the policy memoranda in Appendix C.

Economic Impact in the BRAC Process

The Department recognizes that base closure imposes severe strains on local communities. These economic impacts are recognized and considered in the BRAC process.

For BRAC 95, the Department created the Joint Cross-Service Group on Economic Impact to ensure more consistent application of the economic impact criterion in BRAC 95. This Group included representatives from the Military Departments and the Office of the Secretary of Defense. For a year the Group reviewed methods for analyzing economic impact, established common measures and approaches, and developed a computer-based system to facilitate the analysis of economic impact, including cumulative economic impact.

Under the law, the Department developed its BRAC recommendations based on consistent application of eight final selection criteria and the force structure plan. Under the approved selection criteria, the first four selection criteria pertain to military value and are accorded priority consideration. "The economic impact on communities" is the sixth criterion.

The Department considered cumulative economic impact as part of the economic impact criterion. In response to concerns raised by the 1993 Defense Base Closure and Realignment Commission and the General Accounting Office, DoD analyzed economic impact and cumulative economic impact as relative measures for comparing alternatives. DoD did not establish threshold values above which, for example, it would remove bases from consideration.

Economic impact was considered at two stages in the process. The Military Departments, in developing their recommendations, developed and analyzed data reflecting the economic impacts of prior BRAC rounds as well as that particular Department's actions in BRAC 1995. Once the Service recommendations were made to the Secretary of Defense, the economic impacts were reviewed again, to determine whether there were instances in which separate Service actions might have affected the same locality.

The Department sponsored an independent review of its plans for BRAC 95 economic analysis in May 1994. Six experts from government, academia, and the private sector participated in the review. The reviewers agreed that our proposed measures of economic impact were reasonable and supported our approach to defining economic impact areas. They emphasized that DoD's estimates tend to overstate economic impact, and that the Department should stress this in its presentations to the Defense Base Realignment and Closure Commission, the Congress, and the public. In addition, the Department asked the Bureau of Economic Analysis of the Department of Commerce to review our methodology for estimating indirect jobs. They responded that the method was of "good, sound quality, consistent with good regional economic impact estimation practices."

1995 List of Military Installations Inside the United States for Closure or Realignment

Part I: Major Base Closures

Army

Fort McClellan, Alabama
Fort Chaffee, Arkansas
Fitzsimons Army Medical Center, Colorado
Price Support Center, Illinois
Savanna Army Depot Activity, Illinois
Fort Ritchie, Maryland
Selfridge Army Garrison, Michigan
Bayonne Military Ocean Terminal, New Jersey
Seneca Army Depot, New York
Fort Indiantown Gap, Pennsylvania
Red River Army Depot, Texas
Fort Pickett, Virginia

Navy

Naval Air Facility, Adak, Alaska

Naval Shipyard, Long Beach, California

Ship Repair Facility, Guam

Naval Air Warfare Center, Aircraft Division, Indianapolis, Indiana

Naval Surface Warfare Center, Crane Division Detachment, Louisville, Kentucky

Naval Surface Warfare Center, Dahlgren Division Detachment, White Oak, Maryland

Naval Air Station, South Weymouth, Massachusetts

Naval Air Station, Meridian, Mississippi

Naval Air Warfare Center, Aircraft Division, Lakehurst, New Jersey

Naval Air Warfare Center, Aircraft Division, Warminster, Pennsylvania

Air Force

North Highlands Air Guard Station, California Ontario IAP Air Guard Station, California Rome Laboratory, Rome, New York Roslyn Air Guard Station, New York Springfield-Beckley MAP, Air Guard Station, Ohio Greater Pittsburgh IAP Air Reserve Station, Pennsylvania Bergstrom Air Reserve Base, Texas Brooks Air Force Base, Texas Reese Air Force Base, Texas

Defense Logistics Agency

Defense Distribution Depot Memphis, Tennessee Defense Distribution Depot Ogden, Utah

Part II: Major Base Realignments

Army

Fort Greely, Alaska
Fort Hunter Liggett, California
Sierra Army Depot, California
Fort Meade, Maryland
Detroit Arsenal, Michigan
Fort Dix, New Jersey
Fort Hamilton, New York
Charles E. Kelly Support Center, Pennsylvania
Letterkenny Army Depot, Pennsylvania
Fort Buchanan, Puerto Rico
Dugway Proving Ground, Utah
Fort Lee, Virginia

Navy

Naval Air Station, Key West, Florida Naval Activities, Guam Naval Air Station, Corpus Christi, Texas Naval Undersea Warfare Center, Keyport, Washington

Air Force

McClellan Air Force Base, California Onizuka Air Station, California Eglin Air Force Base, Florida Robins Air Force Base, Georgia Malmstrom Air Force Base, Montana Kirtland Air Force Base, New Mexico Grand Forks Air Force Base, North Dakota Tinker Air Force Base, Oklahoma Kelly Air Force Base, Texas Hill Air Force Base, Utah

Part III: Smaller Base or Activity Closures, Realignments,
Disestablishments or Relocations

Army

Branch U.S. Disciplinary Barracks, California

East Fort Baker, California

Rio Vista Army Reserve Center, California

Stratford Army Engine Plant, Connecticut

Big Coppett Key, Florida

Concepts Analysis Agency, Maryland

Publications Distribution Center Baltimore, Maryland

Hingham Cohasset, Massachusetts

Sudbury Training Annex, Massachusetts

Aviation-Troop Command (ATCOM), Missouri

Fort Missoula, Montana

Camp Kilmer, New Jersey

Caven Point Reserve Center, New Jersey

Camp Pedricktown, New Jersey

Bellmore Logistics Activity, New York

Fort Totten, New York

Recreation Center #2, Fayettville, North Carolina

Information Systems Software Command (ISSC), Virginia

Camp Bonneville, Washington

Valley Grove Area Maintenance Support Activity (AMSA), West Virginia

Navy

Naval Command, Control and Ocean Surveillance Center, In-Service Engineering West Coast Division, San Diego, California

Naval Health Research Center, San Diego, California

Naval Personnel Research and Development Center, San Diego, California

Supervisor of Shipbuilding, Conversion and Repair, USN, Long Beach, California

Naval Undersea Warfare Center-Newport Division, New London Detachment, New London, Connecticut

Naval Research Laboratory, Underwater Sound Reference Detachment, Orlando, Florida

Fleet and Industrial Supply Center, Guam

Naval Biodynamics Laboratory, New Orleans, Louisiana

Naval Medical Research Institute, Bethesda, Maryland

Naval Surface Warfare Center, Carderock Division Detachment, Annapolis, Maryland

Naval Technical Training Center, Meridian, Mississippi

Naval Aviation Engineering Support Unit, Philadelphia, Pennsylvania

Naval Air Technical Services Facility, Philadelphia, Pennsylvania

Naval Air Warfare Center, Aircraft Division, Open Water Test Facility, Oreland, Pennsylvania

Naval Command, Control and Ocean Surveillance Center, RDT&E Division Detachment, Warminster, Pennsylvania

Fleet and Industrial Supply Center, Charleston, South Carolina

Naval Command, Control and Ocean Surveillance Center, In-Service Engineering East Coast Detachment, Norfolk, Virginia

Naval Information Systems Management Center, Arlington, Virginia

Naval Management Systems Support Office, Chesapeake, Virginia

Navy/Marine Reserve Activities

Naval Reserve Centers at:

Huntsville, Alabama Stockton, California Santa Ana, Irvine, California Pomona, California Cadillac, Michigan Staten Island, New York Laredo, Texas Sheboygan, Wisconsin

Naval Air Reserve Center at:

Olathe, Kansas

Naval Reserve Readiness Commands at:

New Orleans, Louisiana (Region 10) Charleston, South Carolina (Region 7)

Air Force

Moffett Federal Airfield AGS, California Real-Time Digitally Controlled Analyzer Processor Activity, Buffalo, New York Air Force Electronic Warfare Evaluation Simulator Activity, Fort Worth, Texas

Defense Logistics Agency

Defense Contract Management District South, Marietta, Georgia

Defense Contract Management Command International, Dayton, Ohio

Defense Distribution Depot Columbus, Ohio

Defense Distribution Depot Letterkenny, Pennsylvania

Defense Industrial Supply Center Philadelphia, Pennsylvania

Defense Distribution Depot Red River, Texas

Defense Investigative Service

Investigations Control and Automation Directorate, Fort Holabird, Maryland

Part IV: Changes to Previously Approved BRAC Recommendations

Army

Army Bio-Medical Research Laboratory, Fort Detrick, Maryland

Navy

Marine Corps Air Station, El Toro, California

Marine Corps Air Station, Tustin, California

Naval Air Station Alameda, California

Naval Recruiting District, San Diego, California

Naval Training Center, San Diego, California

Naval Air Station, Cecil Field, Florida

Naval Aviation Depot, Pensacola, Florida

Navy Nuclear Power Propulsion Training Center, Naval Training Center, Orlando, Florida

Naval Training Center Orlando, Florida

Naval Air Station, Agana, Guam

Naval Air Station, Barbers Point, Hawaii

Naval Air Facility, Detroit, Michigan

Naval Shipyard, Norfolk Detachment, Philadelphia, Pennsylvania

Naval Sea Systems Command, Arlington, Virginia

Office of Naval Research, Arlington, Virginia

Space and Naval Warfare Systems Command, Arlington, Virginia

Naval Recruiting Command, Washington, D.C.

Naval Security Group Command Detachment Potomac, Washington, D.C.

Air Force

Williams AFB, Arizona

Lowry AFB, Colorado

Homestead AFB, Florida (301st Rescue Squadron)

Homestead AFB, Florida (726th Air Control Squadron)

MacDill AFB, Florida

Griffiss AFB, New York (Airfield Support for 10th Infantry (Light) Division)

Griffiss AFB, New York (485th Engineering Installation Group)

Defense Logistics Agency

Defense Contract Management District West, El Segundo, California

Chapter 5

Recommendations

The Secretary of Defense's closure and realignment recommendations and justifications follow. These are preceded by summaries of the Military Department and Defense Agency selection processes.

These recommendations result from the detailed analytical processes used by the DoD Components and were based upon certified data, the force structure plan and the selection criteria. The recommendations also reflect consideration of the evaluation conducted by the Joint Cross-Service Groups and the resulting alternatives they issued.

Department of the Army

Summary of Selection Process

Introduction

The Army's efforts to reduce unnecessary infrastructure began with the Defense Secretary's Commission on Base Realignments and Closures in 1988. Since that Commission, the Army has reduced its force of 770,000 active duty soldiers to 540,000 and active divisions from 18 to 12. The Army has closed 77 installations in the U.S. and is in the process of closing six others. Over 500 sites overseas, mostly in Europe, have been returned to their host nation. The Army is planning to return about 150 more. Last December, the Army announced further reductions in end strength to 495,000 personnel and a further restructuring of the active Army to 10 divisions by the end of fiscal year 1996. Available resources have declined with the \$90 billion budget of the 1980s dropping to approximately \$60 billion, necessitating major reductions in base operating costs. While these latest recommendations were difficult, the Army has kept its sights focused on the future in order to lay a foundation for a smaller, more capable Army, one that is able to project power and support national strategy into the 21st century.

The Selection Process

To provide an operational context for planning and analysis, the Army developed a stationing strategy. Derived from the National Military Strategy, the Army developed guidelines to govern the stationing of forces and influence the types of installations needed for the future. This operational blueprint described parameters for reducing infrastructure without jeopardizing future requirements.

As in previous studies, the Army conducted a comprehensive review of all installations. To facilitate a fair comparison, the Army grouped installations into categories with similar missions, capabilities and characteristics. After developing a set of measurable attributes related to DoD's four selection criteria for military value, the Army then assigned weights to reflect the relative importance of each measure. Next, the Army collected data on its installations and estimated their relative importance, using established quantitative techniques to assemble installation assessments.

Using both the installation assessments and the stationing strategy, the Army determined the military value of each installation. These appraisals represented the Army's best judgment on the relative merit of each installation and were the basis for selecting installations that were studied further for closure or realignment.

Once the list of final study candidates received approval by the Secretary of the Army, a variety of alternatives were examined in an effort to identify the most feasible and cost-effective way to close or realign. Subsequently, the Army reviewed alternatives recommended by DoD's Joint Cross Service Groups and incorporated those that made sense and saved money. The Army applied DoD's remaining four selection criteria by analyzing the financial, economic, community and environmental impacts of each alternative, using DoD's standard models. The Army's senior leaders reviewed the results of these analyses and discontinued studies of alternatives that were financially or operationally infeasible.

During the course of the study effort, the Army Audit Agency performed independent tests and evaluations to check mathematical computations and ensure the accuracy of data and reasonableness of assumptions throughout every step of analysis. The General Accounting Office monitored the Army's process from the very beginning and met regularly with the Army's auditors as well as officials from The Army Basing Study (TABS).

The Secretary of the Army, with advice from the Chief of Staff, recommended installations for closure or realignment to the Secretary of Defense based upon the DoD Force Structure Plan and the selection criteria established under Public Law 101-510, as amended.

Department of the Army

Recommendations and Justifications

Fort McClellan, Alabama

Recommendation: Close Fort McClellan, except minimum essential land and facilities for a Reserve Component enclave and minimum essential facilities, as necessary, to provide auxiliary support to the chemical demilitarization operation at Anniston Army Depot. Relocate the U. S. Army Chemical and Military Police Schools to Fort Leonard Wood, Missouri, upon receipt of the required permits. Relocate the Defense Polygraph Institute (DODPI) to Fort Jackson, South Carolina. License Pelham Range and current Guard facilities to the Alabama Army National Guard.

Justification: This closure recommendation is based upon the assumption that requisite permits can be granted to allow operation of the Chemical Defense Training Facility at Fort Leonard Wood, Missouri. The Governor of the State of Missouri has indicated that an expeditious review of the permit application can be accomplished.

Collocation allows the Army to focus on the doctrinal and force development requirements of Engineers, Military Police, and the Chemical Corps. The synergistic advantages of training and development programs are: coordination, employment, and removal of obstacles; conduct of river crossing operations; operations in rear areas or along main supply routes; and counter-drug operations. The missions of the three branches will be more effectively integrated.

This recommendation differs from the Army's prior closure recommendations submitted to the 1991 and 1993 Commissions. The Army will relocate the Chemical Defense Training Facility (CDTF) to Fort Leonard Wood, Missouri. By relocating the CDTF, the Army can continue providing live-agent training to all levels of command. The Army is the only Service that conducts live agent training, and it will continue this training at Fort Leonard Wood.

The Army has considered the use of some Fort McClellan assets for support of the chemical demilitarization mission at Anniston Army Depot. The Army will use the best available assets to provide the necessary support to Anniston's demilitarization mission.

Return on Investment: The total one-time cost to implement this recommendation is \$259 million. The net of all costs and savings during the implementation period is a cost of

\$122 million. Annual recurring savings after implementation are \$45 million with a return on investment expected in six years. The net present value of the costs and savings over 20 years is a savings of \$316 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 10,720 jobs (8,536 direct jobs and 2,184 indirect jobs) over the 1996-to-2001 period in the Anniston, AL Metropolitan Statistical Area, which represents 17.3 percent of the area's employment.

The cumulative economic impact of all BRAC 95 recommendations and all priorround BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential decrease equal to 14.7 percent of employment in the area. There are no known environmental impediments at the closing or receiving installations.

Fort Chaffee, Arkansas

Recommendation: Close Fort Chaffee, except minimum essential buildings, and ranges for Reserve Component (RC) training as an enclave.

Justification: In the past ten years, the Army has significantly reduced its active and reserve forces. The Army must reduce excess infrastructure to meet future requirements.

Fort Chaffee is the former home of the Joint Readiness Training Center (JRTC). In 1991, the Defense Base Closure and Realignment Commission approved the JRTC's relocation to Fort Polk, LA. The transfer was completed in 1992. The post is managed by an Active Component/civilian staff, although it possesses virtually no Active Component tenants.

Fort Chaffee ranked last in military value when compared to other major training area installations. The Army will retain some ranges for use by the RC units stationed in the area. Annual training for Reserve Component units which now use Fort Chaffee can be conducted at other installations in the region, including Fort Polk, Fort Riley and Fort Sill. The Army intends to license required land and facilities to the Army National Guard.

Return on Investment: The total one-time cost to implement this recommendation is \$10 million. The net of all costs and savings during the implementation period is a savings of \$39 million. Annual recurring savings after implementation are \$13 million with a return on investment expected in one year. The net present value of the costs and savings over 20 years is a savings of \$167 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 352 jobs (247 direct jobs and 105 indirect jobs) over the 1996-to-2001 period in the Fort Smith, AR-OK Metropolitan Statistical Area, which represents 0.3 percent of the area's employment.

The cumulative economic impact of all BRAC 95 recommendations and all priorround BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.4 percent of employment in the area. There are no known environmental impediments at the closing or receiving installation.

Fitzsimons Army Medical Center, Colorado

Recommendation: Close Fitzsimons Army Medical Center (FAMC), except for Edgar J. McWhethy Army Reserve Center. Relocate the Medical Equipment and Optical School and Optical Fabrication Laboratory to Fort Sam Houston, TX. Relocate Civilan Health and Medical Program of the Uniformed Services (CHAMPUS) activities to Denver leased space. Relocate other tenants to other installations.

Justification: FAMC is low in military value compared to other medical centers. This recommendation avoids anticipated need for estimated \$245 million construction to replace FAMC while preserving health care services through other more cost-effective means. This action will offset any loss of medical services through: phased-in CHAMPUS and Managed Care Support contracts; increased services at Fort Carson and US Air Force Academy; and redistribution of Medical Center patient load from Region Eight to other Medical Centers. FAMC is not collocated with a sizable active component population. Its elimination does not jeopardize the Army's capability to surge to support two near-simultaneous major regional contingencies, or limit the Army's capability to provide wartime medical support in the theater of operations. Closure of this medical center allows redistribution of medical military personnel to other medical centers to absorb the diverted medical center patient load. These realignments avoid a significant cost of continuing to operate and maintain facilities at this stand-alone medical center. DoD's Joint Cross-Service Group for Military Treatment Facilities supports the closure of Fitzsimons.

Return on Investment: The total one-time cost to implement this recommendation is \$142 million. The net of all costs and savings during the implementation period is a cost of \$39 million. Annual recurring savings after implementation are \$34 million with a return on investment expected in three years. The net present value of the costs and savings over 20 years is a savings of \$299 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 4,489 jobs (2,903 direct jobs and 1,586 indirect jobs) over the 1996-to-2001 period in the Denver, CO Primary Metropolitan Statistical Area, which represents 0.4 percent of the area's employment.

The cumulative economic impact of all BRAC 95 recommendations and all prior round BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.8 percent of employment in the area. There are no known environmental impediments at the closing or receiving installations.

Price Support Center, Illinois

Recommendation: Close Charles Melvin Price Support Center, except a small reserve enclave and a storage area.

Justification: Charles Melvin Price Support Center provides area support and military housing to the Army and other Federal activities in the St. Louis, MO, area. It is low in military value compared to similar installations. Its tenants, including a recruiting company and a criminal investigative unit, can easily relocate.

This recommendation is related to the Army's recommendation to relocate Aviation-Troop Command (ATCOM) from St. Louis, MO, to other locations. A reduction in the Army's presence in the area warrants a corresponding reduction in Charles Melvin Price Support Center.

Return on Investment: The total one-time cost to implement this recommendation is \$4 million. The net of all costs and savings during the implementation period is a savings of \$35 million. Annual recurring savings after implementation are \$9 million with an immediate return on investment. The net present value of the costs and savings over 20 years is a savings of \$116 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 363 jobs (225 direct jobs and 138 indirect jobs) over the 1996-to-2001 period in the St. Louis, MO-IL Metropolitan Statistical Area, which represents less than 0.1 percent of the area's employment.

The cumulative economic impact of all BRAC 95 recommendations and all priorround BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.6 percent of employment in the area. There are no known environmental impediments at the closing or receiving installations.

Savanna Army Depot Activity, Illinois

Recommendation: Close Savanna Army Depot Activity (ADA). Relocate the United States Army Defense Ammunition Center and School (USADACS) to McAlester Army Ammunition Plant, Oklahoma.

Justification: This recommendation is supported by the Army's long range operational assessment. The Army has adopted a "tiered" ammunition depot concept to reduce infrastructure, eliminate static non-required ammunition stocks, decrease manpower requirements, increase efficiencies and permit the Army to manage a smaller stockpile. The tiered depot concept reduces the number of active storage sites and makes efficiencies possible:

- (1) Tier 1 Active Core Depots. These installations will support a normal/full-up activity level with a stockage configuration of primarily required stocks and minimal non-required stocks requiring demilitarization. Normal activity includes daily receipts/issues of training stocks, storage of war reserve stocks required in contingency operations and additional war reserve stocks to augment lower level tier installation power projection capabilities. Installations at this activity level will receive requisite levels of storage support, surveillance, inventory, maintenance and demilitarization.
- (2) Tier 2 Cadre Depots. These installations normally will perform static storage of follow-on war reserve requirements. Daily activity will be minimal for receipts/issues. Workload will focus on maintenance, surveillance, inventory and demilitarization operations. These installations will have minimal staffs unless a contingency arises.
- (3) Tier 3 Caretaker Depots. Installations designated as Tier 3 will have minimal staffs and store stocks no longer required until demilitarized or relocated. The Army plans to eliminate its stocks at these sites no later than year 2001. Savanna Army Depot Activity is a Tier 3 depot.

USADACS performs the following basic functions: munitions training, logistics engineering, explosive safety, demilitarization research and development, technical assistance, and career management. Relocation of USADACS to McAlester Army Ammunition Plant (AAP) allows it to collocate with an active ammunition storage and production operation. McAlester AAP, a Tier 1 depot, is the best for providing the needed capabilities.

Return on Investment: The total one-time cost to implement this recommendation is \$38 million. The net of all costs and savings during the implementation period is a cost of \$12 million. Annual recurring savings after implementation are \$13 million with a return on

investment expected in two years. The net present value of the costs and savings over 20 years is a savings of \$112 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 627 jobs (450 direct jobs and 177 indirect jobs) over the 1996-to-2001 period in the Carroll County, IL, area, which represents 8.2 percent of the area's employment. There are no known environmental impediments at the closing or receiving installations.

Fort Ritchie, Maryland

Recommendation: Close Fort Ritchie. Relocate the 1111th Signal Battalion and 1108th Signal Brigade to Fort Detrick, MD. Relocate Information Systems Engineering Command elements to Fort Huachuca, AZ.

Justification: This recommendation assumes that base support for Defense Intelligence Agency and other National Military Command Center support elements will be provided by nearby Fort Detrick. Closing Fort Ritchie and transferring support elements of the National Military Command Center to Fort Detrick will: (a) maintain operational mission support to geographically unique Sites R and C (National Military Command Center) for the Joint Chiefs of Staff; (b) capitalize on existing facilities at Site R and C to minimize construction; (c) maintain an active use and continuous surveillance of Site R and Site C facilities to maintain readiness; (d) collocate signal units that were previously separated at two different garrisons; (e) consolidate major portion of Information Systems Engineering Command-CONUS with main headquarters of Information Systems Engineering Command to improve synergy of information system operations; and (f) provide a direct support East Coast Information Systems Engineering Command field element to respond to regional requirements. These relocations, collocations and consolidations allow the elimination of Fort Ritchie's garrison and avoids significant costs associated with the continued operation and maintenance of support facilities at a small installation.

Return on Investment: The total one-time cost to implement this recommendation is \$93 million. The net of all costs and savings during the implementation period is a savings of \$83 million. Annual recurring savings after implementation are \$65 million with a return on investment expected in one year. The net present value of the costs and savings over 20 years is a savings of \$712 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 3,210 jobs (2,344 direct jobs and 866 indirect jobs) over the 1996-to-2001 period in the Hagerstown, MD Primary Metropolitan Statistical Area, which represents 4.8 percent of the area's employment. There are no known environmental impediments at the closing or receiving installations.

Selfridge Army Garrison, Michigan

Recommendation: Close U.S. Army Garrison, Selfridge.

Justification: Closing Selfridge eliminates an installation that exists primarily to provide housing for activities (predominantly Detroit Arsenal) located in the immediate area although such support can be provided through a less costly alternative. Sufficient commercial housing is available on the local economy for military personnel using Variable Housing Allowance/Basic Allowance for Quarters. Closure avoids the cost of continued operation and maintenance of unnecessary support facilities. This recommendation will not degrade local military activities.

Return on Investment: The total one-time cost to implement this recommendation is \$5 million. The net of all costs and savings during the implementation period is a savings of \$47 million. Annual recurring savings after implementation are \$10 million with an immediate return on investment. The net present value of the costs and savings over 20 years is a savings of \$140 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 867 jobs (536 direct jobs and 331 indirect jobs) over the 1996-to-2001 period in the Detroit, MI Primary Metropolitan Statistical Area, which represents less than 0.1 percent of the area's employment.

The cumulative economic impact of all BRAC 95 recommendations and all prior round BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential decrease equal to less than 0.1 percent of employment in the area. There are no known environmental impediments at the closing or receiving installations.

Bayonne Military Ocean Terminal, New Jersey

Recommendation: Close Bayonne Military Ocean Terminal. Relocate the Military Transportation Management Command (MTMC) Eastern Area Command Headquarters and the traffic management portion of the 1301st Major Port Command to Fort Monmouth, New Jersey. Retain an enclave for the Navy Military Sealift Command, Atlantic, and Navy Resale and Fashion Distribution Center.

Justification: This recommendation is supported by the Army's long range operational assessment. The primary mission of Bayonne is the shipment of general bulk cargo. It has no capability to ship bulk munitions. There are sufficient commercial port facilities on the

East and Gulf Coasts to support power projection requirements with a minimal loss to operational capability. Bayonne provides the Army with few military capabilities that cannot be accomplished at commercial ports.

Return on Investment: The total one-time cost to implement this recommendation is \$44 million. The net of all costs and savings during the implementation period is a cost of \$8 million. Annual recurring savings after implementation are \$10 million with a return on investment expected in five years. The net present value of the costs and savings over 20 years is a savings of \$90 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 2,105 jobs (1,367 direct jobs and 738 indirect jobs) over the 1996-to-2001 period in the Jersey City, NJ Primary Metropolitan Statistical Area, which represents 0.8 percent of the area's employment.

The cumulative economic impact of all BRAC 95 recommendations and all priorround BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.8 percent of employment in the area. There are no known environmental impediments at the closing or receiving installations.

Seneca Army Depot, New York

Recommendation: Close Seneca Army Depot, except an enclave to store hazardous material and ores.

Justification: This recommendation is supported by the Army's long range operational assessment. The Army has adopted a "tiered" ammunition depot concept to reduce infrastructure, eliminate static non-required ammunition stocks, decrease manpower requirements, increase efficiencies and permit the Army to manage a smaller stockpile. The tiered depot concept reduces the number of active storage sites and makes efficiencies possible:

(1) Tier 1 - Active Core Depots. These installations will support a normal/full-up activity level with a stockage configuration of primarily required stocks and minimal non-required stocks requiring demilitarization. Normal activity includes daily receipts/issues of training stocks, storage of war reserve stocks required in contingency operations and additional war reserve stocks to augment lower level tier installation power projection capabilities. Installations at this activity level will receive requisite levels of storage support, surveillance, inventory, maintenance and demilitarization.

- (2) Tier 2 Cadre Depots. These installations normally will perform static storage of follow-on war reserve requirements. Daily activity will be minimal for receipts/issues. Workload will focus on maintenance, surveillance, inventory and demilitarization operations. These installations will have minimal staffs unless a contingency arises.
- (3) Tier 3 Caretaker Depots. Installations designated as Tier 3 will have minimal staffs and store stocks no longer required until demilitarized or relocated. The Army plans to eliminate stocks at these sites no later than year 2001. Seneca Army Depot is a Tier 3 depot.

Return on Investment: The total one-time cost to implement this recommendation is \$15 million. The net of all costs and savings during the implementation period is a savings of \$34 million. Annual recurring savings after implementation are \$21 million with an immediate return on investment. The net present value of the costs and savings over 20 years is a savings of \$242 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 463 jobs (325 direct jobs and 138 indirect jobs) over the 1996-to-2001 period in the Seneca County, NY, economic area, which represents 3.2 percent of the area's employment. There are no known environmental impediments at the closing or receiving installations.

Fort Indiantown Gap, Pennsylvania

Recommendation: Close Fort Indiantown Gap, except minimum essential facilities as a Reserve Component enclave.

Justification: In the past ten years, the Army significantly reduced its active and reserve forces. The Army must reduce excess infrastructure to meet future requirements.

Fort Indiantown Gap is low in military value compared to other major training area installations. Although managed by an Active Component garrison, it has virtually no Active Component tenants. Annual training for Reserve Component units which now use Fort Indiantown Gap can be conducted at other installations in the region, including Fort Dix, Fort A.P. Hill and Fort Drum.

Fort Indiantown Gap is owned by the Commonwealth of Pennsylvania and leased by the U.S. Army through 2049 for \$1. The government can terminate the lease with one year's written notice. Facilities erected during the duration of the lease are the property of the U.S. and may be disposed of, provided the premises are restored to their natural condition.

Return on Investment: The total one-time cost to implement this recommendation is \$13 million. The net of all costs and savings during the implementation period is a savings of \$67 million. Annual recurring savings after implementation are \$23 million with a return on investment expected in one year. The net present value of the costs and savings over 20 years is a savings of \$285 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 789 jobs (521 direct jobs and 268 indirect jobs) over the 1996-to-2001 period in the Harrisburg-Lebanon-Carlisle, PA Metropolitan Statistical Area, which represents 0.2 percent of the area's employment.

The cumulative economic impact of all BRAC 95 recommendations and all priorround BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential increase equal to 0.2 percent of employment in the area. There are no known environmental impediments at the closing or receiving installations.

Red River Army Depot, Texas

Recommendation: Close Red River Army Depot. Transfer the ammunition storage mission, intern training center, and civilian training education to Lone Star Army Ammunition Plant. Transfer the light combat vehicle maintenance mission to Anniston Army Depot. Transfer the Rubber Production Facility to Lone Star.

Justification: Red River Army Depot is one of the Army's five maintenance depots and one of three ground vehicle maintenance depots. Over time, each of the ground maintenance depots has become increasingly specialized. Anniston performs heavy combat vehicle maintenance and repair. Red River performs similar work on infantry fighting vehicles. Letterkenny Army Depot is responsible for towed and self-propelled artillery as well as DoD tactical missile repair. Like a number of other Army depots, Red River receives, stores, and ships all types of ammunition items. A review of long range operational requirements supports a reduction of Army depots, specifically the consolidation of ground combat workload at a single depot.

The ground maintenance capacity of the three depots currently exceeds programmed work requirements by the equivalent of one to two depots. Without considerable and costly modifications, Red River cannot assume the heavy combat vehicle mission from Anniston. Red River cannot assume the DoD Tactical Missile Consolidation program from Letterkenny without major construction. Available maintenance capacity at Anniston and Tobyhanna makes the realignment of Red River into Anniston the most logical in terms of military value and cost effectiveness. Closure of Red River is consistent with the recommendations of the Joint Cross-Service Group for Depot Maintenance.

Return on Investment: The total one-time cost to implement this recommendation is \$60 million. The net of all costs and savings during the implementation period is a savings of \$313 million. Annual recurring savings after implementation are \$123 million with an immediate return on investment. The net present value of the costs and savings over 20 years is a savings of \$1,497 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 5,654 jobs (2,901 direct jobs and 2,753 indirect jobs) over the 1996-to-2001 period in the Texarkana, TX-Texarkana, AR Metropolitan Statistical Area, which represents 9.5 percent of the area's employment.

The cumulative economic impact of all BRAC 95 recommendations and all priorround BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential decrease equal to 7.7 percent of employment in the area. There are no known environmental impediments at the closing or receiving installations.

Fort Pickett, Virginia

Recommendation: Close Fort Pickett, except minimum essential training areas and facilities as an enclave for the Reserve Components. Relocate the Petroleum Training Facility to Fort Dix, NJ.

Justification: In the past ten years, the Army has reduced its active and reserve forces considerably. The Army must reduce excess infrastructure to meet the needs of the future.

Fort Pickett is very low in military value compared to other major training area installations. It has virtually no Active Component tenants. Annual training for reserve units that now use Fort Pickett can be conducted easily at other installations in the region, including Fort Bragg, Fort A.P. Hill and Camp Dawson. The Army intends to license required facilities and training areas to the Army National Guard.

Return on Investment: The total one-time cost to implement this recommendation is \$25 million. The net of all costs and savings during the implementation period is a savings of \$41 million. Annual recurring savings after implementation are \$21 million with an immediate return on investment. The net present value of the costs and savings over 20 years is a savings of \$241 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 362 jobs (254 direct jobs and 108 indirect jobs) over the 1996-to-2001 period in the Nottoway & Dinwiddie Counties, VA area, which represents 0.8 percent of the area's employment. There are no known environmental impediments at the closing or receiving installations.

Fort Greely, Alaska

Recommendation: Realign Fort Greely by relocating the Cold Region Test Activity (CRTA) and Northern Warfare Training Center (NWTC) to Fort Wainwright, Alaska.

Justification: Fort Greely currently supports two tenant activities (CRTA and NWTC) and manages training areas for maneuver and range firing. Over 662,000 acres of range and training areas are used by both the Army and the Air Force. These valuable training lands will be retained.

The Army has recently reduced the NWTC by over half its original size and transferred oversight responsibilities to the U.S. Army, Pacific. The garrison staff will reduce in size and continue to support the important testing and training missions. The Army intends to use Fort Wainwright as the base of operations (107 miles away) for these activities, and "safari" them to Fort Greely, as necessary. This allows the Army to reduce its presence at Fort Greely, reduce excess capacity and perform essential missions at a much lower cost. The Army intends to retain facilities at Bolio Lake (for CRTA), Black Rapids (for NWTC), Allen Army Airfield, and minimal necessary garrison facilities to maintain the installation for contingency missions.

Return on Investment: The total one-time cost to implement this recommendation is \$23 million. The net of all costs and savings during the implementation period is a savings of \$43 million. Annual recurring savings after implementation are \$19 million with a return on investment expected in one year. The net present value of the costs and savings over 20 years is a savings of \$225 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 969 jobs (724 direct jobs and 245 indirect jobs) over the 1996-to-2001 period in the Southeast Fairbanks Census Area, AK, which represents 36.3 percent of the area's employment. There are no known environmental impediments at the realigning or receiving installations.

Fort Hunter Liggett, California

Recommendation: Realign Fort Hunter Liggett by relocating the U.S. Army Test and Experimentation Center (TEC) missions and functions to Fort Bliss, Texas. Eliminate the Active Component mission. Retain minimum essential facilities and training area as an enclave to support the Reserve Components (RC).

Justification: Fort Hunter Liggett is low in military value compared to other major training area installations and has few Active Component tenants. Relocation of the Test and

Experimentation Center optimizes the unique test capabilities afforded by Fort Bliss and White Sands Missile Range.

Fort Hunter Liggett's maneuver space is key to Reserve Component training requirements. Since it is a primary maneuver area for mechanized units in the western United States, retention of its unique training lands is essential.

Return on Investment: The total one-time cost to implement this recommendation is \$6 million. The net of all costs and savings during the implementation period is a savings of \$12 million. Annual recurring savings after implementation are \$5 million with a return on investment expected in one year. The net present value of the costs and savings over 20 years is a savings of \$64 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 686 jobs (478 direct jobs and 208 indirect jobs) over the 1996-to-2001 period in the Salinas, CA Metropolitan Statistical Area, which represents 0.3 percent of the area's employment.

The cumulative economic impact of all BRAC 95 recommendations and all priorround BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential increase equal to 0.32 percent of employment in the area. There are no known environmental impediments at the closing or receiving installations.

Sierra Army Depot, California

Recommendation: Realign Sierra Army Depot by eliminating the conventional ammunition mission and reducing it to a depot activity. Retain an enclave for the Operational Project Stock mission and the static storage of ores.

Justification: This recommendation is supported by the Army's long range operational assessment. The Army has adopted a "tiered" ammunition depot concept to reduce infrastructure, eliminate static non-required ammunition stocks, decrease manpower requirements, increase efficiencies and permit the Army to manage a smaller stockpile. The tiered depot concept reduces the number of active storage sites and makes efficiencies possible:

(1) Tier 1 - Active Core Depots. These installations will support a normal/full-up activity level with a stockage configuration of primarily required stocks and minimal non-required stocks requiring demilitarization. Normal activity includes daily receipts/issues of training stocks, storage of war reserve stocks required in contingency operations and additional war reserve stocks to augment lower level tier installation power projection

capabilities. Installations at this activity level will receive requisite levels of storage support, surveillance, inventory, maintenance and demilitarization.

- (2) Tier 2 Cadre Depots. These installations normally will perform static storage of follow-on war reserve requirements. Daily activity will be minimal for receipts/issues. Workload will focus on maintenance, surveillance, inventory and demilitarization operations. These installations will have minimal staffs unless a contingency arises.
- (3) Tier 3 Caretaker Depots. Installations designated as Tier 3 will have minimal staffs and store stocks no longer required until demilitarized or relocated. The Army plans to eliminate stocks at these sites no later than year 2001. Sierra Army Depot is a Tier 3 Depot.

Complete closure is not possible, since Sierra is the Center of Technical Excellence for Operational Project Stocks. This mission entails the management, processing and maintenance of: Force Provider (550-man tent city), Inland Petroleum Distribution System; and Water Support System. It also stores such stocks as Clam Shelters (mobile maintenance tents), bridging, and landing mats for helicopters. The cost of relocating the Operational Project Stocks is prohibitively expensive. Therefore, the Army will retain minimum essential facilities for storage.

Return on Investment: The total one-time cost to implement this recommendation is \$14 million. The net of all costs and savings during the implementation period is a savings of \$55 million. Annual recurring savings after implementation are \$29 million with an immediate return on investment. The net present value of the costs and savings over 20 years is a savings of \$333 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 839 jobs (592 direct jobs and 247 indirect jobs) over the 1996-to-2001 period in the Lassen County, CA economic area, which represents 7.4 percent of the area's employment. There are no known environmental impediments at the realigning or receiving installations.

Fort Meade, Maryland

Recommendation: Realign Fort Meade by reducing Kimbrough Army Community Hospital to a clinic. Eliminate inpatient services.

Justification: This recommendation, suggested by the Joint Cross-Service Group on Medical Treatment, eliminates excess medical treatment capacity at Fort Meade, MD by eliminating inpatient services at Kimbrough Army Community Hospital. Inpatient care would be provided by other military medical activities and private facilities through Civilian Health and Medical Program of the Uniformed Services (CHAMPUS).

Return on Investment: The total one-time cost to implement this recommendation is \$2 million. The net of all costs and savings during the implementation period is a savings of \$16 million. Annual recurring savings after implementation are \$4 million with a return on investment expected in one year. The net present value of the costs and savings over 20 years is a savings of \$50 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 203 jobs (129 direct jobs and 74 indirect jobs) over the 1996-to-2001 period in the Baltimore, MD Primary Metropolitan Statistical Area, which represents less than 0.1 percent of the area's employment.

The cumulative economic impact of all BRAC 95 recommendations and all prior round BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential decrease equal to less than 0.1 percent of employment in the area. There are no known environmental impediments at the closing or receiving installations.

Detroit Arsenal, Michigan

Recommendation: Realign Detroit Arsenal by closing and disposing of the Detroit Army Tank Plant.

Justification: Detroit Tank Plant, located on Detroit Arsenal, is one of two Army Government-Owned, Contractor-Operated tank production facilities. A second facility is located at Lima, Ohio, (Lima Army Tank Plant). The Detroit plant is not as technologically advanced as the Lima facility and is not configured for the latest tank production. Moreover, retaining the plant as a "rebuild" facility is not practical since Anniston Army Depot is capable of rebuilding and repairing the M1 Tank and its principal components. Accordingly, the Detroit Tank Plant is excess to Army requirements.

Return on Investment: The total one-time cost to implement this recommendation is \$1 million. The net of all costs and savings during the implementation period is a savings of \$8 million. Annual recurring savings after implementation are \$3 million with an immediate return on investment. The net present value of the costs and savings over 20 years is a savings of \$38 million.

Impacts: This recommendation will not affect any jobs in the Detroit, MI Primary Metropolitan Statistical Area. There are no known environmental impediments at the realigning site.

Fort Dix, New Jersey

Recommendation: Realign Fort Dix by replacing the Active Component garrison with a U.S. Army Reserve garrison. Retain minimum essential ranges, facilities, and training areas required for Reserve Component (RC) training as an enclave.

Justification: In the past ten years, the Army has significantly reduced its active and reserve forces. The Army must reduce excess infrastructure to meet the needs of the future.

This proposal retains facilities and training areas essential to support Army National Guard and U.S. Army Reserve units in the Mid-Atlantic states. However, it reduces base operations and real property maintenance costs by eliminating excess facilities. Additionally, this reshaping will truly move Fort Dix into a preferred role of RC support. It retains an Army Reserve garrison to manage Fort Dix and provides a base to support RC logistical requirements. The Army intends to continue the Army National Guard's current license of buildings.

Various U.S. Army National Guard and U.S. Army Reserve activities regularly train at Fort Dix. The post houses the National Guard High Technology Training Center, a unique facility providing state-of-the-art training devices for guardsmen and reservists in a 12-state area. Fort Dix's geographic proximity to a large portion of the nation's RC forces and the air and seaports of embarkation make it one of the most suitable RC Major Training Areas in the United States. This recommendation is consistent with the decision of the 1991 Commission, but better aligns the operation of the installation with its users.

Return on Investment: The total one-time cost to implement this recommendation is \$19 million. The net of all costs and savings during the implementation period is a savings of \$112 million. Annual recurring savings after implementation are \$38 million with a return on investment expected in one year. The net present value of the costs and savings over 20 years is a savings of \$478 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 1,164 jobs (739 direct jobs and 425 indirect jobs) over the 1996-to-2001 period in the Philadelphia, PA-NJ Primary Metropolitan Statistical Area, which represents less than 0.1 percent of the area's employment.

The cumulative economic impact of all BRAC 95 recommendations and all priorround BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential decrease equal to 1.2 percent of employment in the area. There are no known environmental impediments at the realigning or receiving installations.

Recommendation: Realign Fort Hamilton. Dispose of all family housing. Retain minimum essential land and facilities for existing Army units and activities. Relocate all Army Reserve units from Caven Point, New Jersey, to Fort Hamilton.

Justification: Fort Hamilton is low in military value compared to the other command and control/administrative support installations. The post has limited capacity for additional growth or military development. No new or additional missions are planned.

This proposal reduces the size of Fort Hamilton by about one-third to support necessary military missions in the most cost effective manner. The New York Area Command, which includes protocol support to the United Nations, will remain at Fort Hamilton. Another installation will assume the area support currently provided to the New York area.

The Armed Forces Reserve Center at Caven Point was built in 1941. Its sole mission is to support reserve component units. The buildings on the 35-acre parcel are in poor condition. Relocating to Fort Hamilton will allow the Army Reserve to eliminate operating expenses in excess of \$100 thousand per year.

Return on Investment: The total one-time cost to implement this recommendation is \$2 million. The net of all costs and savings during the implementation period is a savings of \$3 million. Annual recurring savings after implementation are \$7 million with an immediate return on investment. The net present value of the costs and savings over 20 years is a savings of \$74 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 85 jobs (52 direct jobs and 33 indirect jobs) over the 1996-to-2001 period in the New York, NY, Primary Metropolitan Statistical Area, which represents less than 0.1 percent of the area's employment.

The cumulative economic impact of all BRAC 95 recommendations and all priorround BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.1 percent of employment in the area. There are no known environmental impediments at the realigning or receiving installations.

Kelly Support Center, Pennsylvania

Recommendation: Realign the Kelly Support Center by consolidating Army Reserve units onto three of its five parcels. Dispose of the remaining two parcels. Relocate the Army Reserve's leased maintenance activity in Valley Grove, WV, to the Kelly Support Center.

Justification: Kelly Support Center, a sub-installation of Fort Drum, NY, provides administrative and logistical support to Army Reserve units in western Pennsylvania. It comprises five separate parcels of property.

The Kelly Support Center is last in military value compared to other command and control/administrative support installations. Reserve usage is limited to monthly weekend drills. It possesses no permanent facilities or mobilization capability.

This proposal eliminates two parcels of property, approximately 232 acres and 500,000 square feet of semi-permanent structures, from the Army's inventory. Since there are no other feasible alternatives, the Army is retaining three small parcels for Army Reserve functions and Readiness Group Pittsburgh.

Relocating the Army's Reserve activity from Valley Grove Area Maintenance Support Activity, WV, to the Kelly Support Center consolidates it with its parent unit and saves \$28,000 per year in lease costs.

Return on Investment: The total one-time cost to implement this recommendation is \$36 million. The net of all costs and savings during the implementation period is a cost of \$22 million. Annual recurring savings after implementation are \$5 million with a return on investment expected in six years. The net present value of the costs and savings over 20 years is a savings of \$28 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 209 jobs (128 direct jobs and 81 indirect jobs) over the 1996-to-2001 period in the Allegheny, Fayette, Washington, & Westmoreland Counties, PA, area which represents less than 0.1 percent of the area's employment.

The cumulative economic impact of all BRAC 95 recommendations and all priorround BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.1 percent of employment in the area. There are no known environmental impediments at the realigning or receiving installations.

Letterkenny Army Depot, Pennsylvania

Recommendation: Realign Letterkenny Army Depot by transferring the towed and self-propelled combat vehicle mission to Anniston Army Depot. Retain an enclave for conventional ammunition storage and tactical missile disassembly and storage. Change the 1993 Commission's decision regarding the consolidating of tactical missile maintenance at Letterkenny by transferring missile guidance system workload to Tobyhanna Army Depot.

Justification: Letterkenny Army Depot is one of the Army's five maintenance depots and one of three ground vehicle maintenance depots. Over time, each of the ground maintenance depots has become increasingly specialized. Anniston performs heavy combat vehicle maintenance and repair. Red River performs similar work on infantry fighting vehicles. Letterkenny Army Depot is responsible for towed and self-propelled artillery as well as DoD tactical missile repair. Like a number of other Army depots, Letterkenny receives, stores, and ships all types of ammunition items. A review of long range operational requirements supports a reduction of Army depots, specifically the consolidation of ground combat workload at a single depot.

The ground maintenance capacity of the three depots currently exceeds programmed work requirements by the equivalent of one to two depots. The heavy combat vehicle mission from Anniston cannot be absorbed at Letterkenny without major construction and facility renovations. Available maintenance capacity at Anniston and Tobyhanna makes the realigning Letterkenny to the two depots the most logical in terms of military value and cost effectiveness. Closure of Letterkenny is supported by the Joint Cross-Service Group for Depot Maintenance.

The Army's recommendation to transfer missile workload to Tobyhanna Army Depot preserves Letterkenny's missile disassembly and storage mission. It capitalizes on Tobyhanna's electronics focus and retains DoD missile system repair at a single Army depot.

Return on Investment: The total one-time cost to implement this recommendation is \$50 million. The net of all costs and savings during the implementation period is a savings of \$207 million. Annual recurring savings after implementation are \$78 million with an immediate return on investment. The net present value of the costs and savings over 20 years is a savings of \$952 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 4,126 jobs (2,090 direct jobs and 2,036 indirect jobs) over the 1996-to-2001 period in the Franklin County, PA area, which represents 6.6 percent of the area's employment.

The cumulative economic impact of all BRAC 95 recommendations and all priorround BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential decrease equal to 8.5 percent of employment in the area. There are no known environmental impediments at the realigning or receiving installations.

Fort Buchanan, Puerto Rico

Recommendation: Realign Fort Buchanan by reducing garrison management functions and disposing of family housing. Retain an enclave for the reserve components, Army and Air Force Exchange Service (AAFES) and the Antilles Consolidated School.

Justification: Fort Buchanan, a sub-installation of Fort McPherson, provides administrative, logistical and mobilization support to Army units and activities in Puerto Rico and the Caribbean region. Tenants include a U.S. Army Reserve headquarters, AAFES and a DoD-operated school complex. Although the post is managed by an active component garrison, it supports relatively few active component tenants. The family housing will close. The activities providing area support will relocate to Roosevelt Roads Navy Base and other sites. The Army intends to license buildings to the Army National Guard, that they currently occupy.

Return on Investment: The total one-time cost to implement this recommendation is \$74 million. The net of all costs and savings during the implementation period is a cost of \$50 million. Annual recurring savings after implementation are \$10 million with a return on investment expected in seven years. The net present value of the costs and savings over 20 years is a savings of \$45 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 289 jobs (182 direct jobs and 107 indirect jobs) over the 1996-to-2001 period in the San Juan, PR economic area which represents 0.1 percent of the area's employment. There are no known environmental impediments at the realigning or receiving installations.

Dugway Proving Ground, Utah

Recommendation: Realign Dugway Proving Ground by relocating the smoke and obscurant mission to Yuma Proving Ground, AZ, and some elements of chemical/biological research to Aberdeen Proving Ground, MD. Dispose of English Village and retain test and experimentation facilities necessary to support Army and DoD missions.

Justification: Dugway is low in military value compared to other proving grounds. Its test facilities conduct both open air and laboratory chemical/biological testing in support of various Army and DoD missions. The testing is important as are associated security and safety requirements. However, this recommendation enables the Army to continue these important missions and also reduce costly overhead at Dugway.

Yuma can assume Dugway's programmed smoke and obscurant testing. Aberdeen Proving Ground can accept the laboratory research and development portion of the chemical/biological mission from Dugway, since it is currently performing chemical and biological research in facilities that carry equivalent bio/safety levels. Open air and simulant testing missions will remain at Dugway.

The State of Utah has expressed an interest in using English Village and associated firing and training ranges at Dugway for the National Guard, including the establishment of an artillery training facility.

Return on Investment: The total one-time cost to implement this recommendation is \$25 million. The net of all costs and savings during the implementation period is a savings of \$61 million. Annual recurring savings after implementation are \$26 million with an immediate return on investment. The net present value of the costs and savings over 20 years is a savings of \$307 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 1,715 jobs (1,096 direct jobs and 619 indirect jobs) over the 1996-to-2001 period in the Tooele County, UT economic area, which represents 13.0 percent of the area's employment.

The cumulative economic impact of all BRAC 95 recommendations and all priorround BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential decrease equal to 36.6 percent of employment in the area. There are no known environmental impediments at the realigning or receiving installations.

Fort Lee, Virginia

Recommendation: Realign Fort Lee, by reducing Kenner Army Community Hospital to a clinic. Eliminate inpatient services.

Justification: This recommendation, suggested by the Joint Cross-Service Group on Medical Treatment, eliminates excess medical treatment capacity at Fort Lee, VA by eliminating inpatient services at Kenner Army Community Hospital. Inpatient care would be provided by other nearby military medical activites and private facilities through Civilian Health and Medical Program of the Uniformed Services (CHAMPUS).

Return on Investment: The total one-time cost to implement this recommendation is \$2 million. The net of all costs and savings during the implementation period is a savings of \$16 million. Annual recurring savings after implementation are \$4 million with a return on investment expected in one year. The net present value of the costs and savings over 20 years is a savings of \$51 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 321 jobs (205 direct jobs and 116 indirect jobs) over the 1996-to-2001 period in the Richmond-Petersburg, VA Metropolitan Statistical Area, which represents 0.1 percent of the area's employment.

The cumulative economic impact of all BRAC 95 recommendations and all prior round BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential increase equal to 0.1 percent of employment in the area. There are no known environmental impediments at the closing or receiving installations.

Branch U.S. Disciplinary Barracks, Lompoc, California

Recommendation: Close Branch U.S. Disciplinary Barracks (USDB), Lompoc, CA.

Justification: Branch USDB, Lompoc consists of approximately 4,000 acres and 812,000 square feet of detention facilities. It is permitted to and operated by the Federal Bureau of Prisons. There are no Army activities on USDB, Lompoc. Accordingly, it is excess to the Army's requirements.

Return on Investment: There is no one-time cost to implement this recommendation. There are no costs and savings during the implementation period. There are no annual recurring savings after implementation. The net present value of the costs and savings over 20 years is a savings of \$0 million.

Impacts: This recommendation will not affect any jobs in the Santa Barbara-Santa Maria-Lompoc, CA economic area. There are no known environmental impediments at the closing site.

East Fort Baker, California

Recommendation: Close East Fort Baker. Relocate all tenants to other installations that meet mission requirements. Return all real property to the Golden Gate National Recreation Area.

Justification: East Fort Baker is at the north end of the Golden Gate Bridge in Marin County, CA. The post consists of approximately 347 acres and 390,000 square feet of facilities. It provides facilities and housing for the Headquarters, 91st Training Division (U.S. Army Reserve) and the 6th Recruiting Brigade, Army Recruiting Command. The 91st Training Division has a requirement to remain in the San Francisco Bay area, while the 6th Recruiting Brigade has a regional mission associated with the western United States. Both the 6th Recruiting Brigade and the 91st Training Division can easily relocate to other installations. The 91st Training Division will relocate to Parks Reserve Forces Training Area, where it better aligns with its training mission. Closing East Fort Baker saves

operations and support costs by consolidating tenants to other military installations without major construction.

Return on Investment: The total one-time cost to implement this recommendation is \$8 million. The net of all costs and savings during the implementation period is a cost of \$1 million. Annual recurring savings after implementation are \$2 million with a return on investment expected in five years. The net present value of the costs and savings over 20 years is a savings of \$15 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 152 jobs (97 direct jobs and 55 indirect jobs) over the 1996-to-2001 period in the San Francisco, CA Primary Metropolitan Statistical Area, which represents less than 0.1 percent of the area's employment.

The cumulative economic impact of all BRAC 95 recommendations and all priorround BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.5 percent of employment in the area. There are no known environmental impediments at the closing or receiving installations.

Rio Vista Army Reserve Center, California

Recommendation: Close Rio Vista Army Reserve Center.

Justification: Rio Vista Army Reserve Center consists of approximately 28 acres. It formerly supported an Army Reserve watercraft unit. Since Reserve Components no longer use Rio Vista Reserve Center, it is excess to the Army's requirements. Closing Rio Vista will save base operations and maintenance funds and provide reuse opportunities for approximately 28 acres.

Return on Investment: There is no one-time cost to implement this recommendation. The net of all costs and savings during the implementation period is a savings of \$1 million. Annual recurring savings after implementation are \$0.1 million with an immediate return on investment. The net present value of the costs and savings over 20 years is a savings of \$2 million.

Impacts: This recommendation will not affect any jobs in the Vallejo-Fairfield-NAPA, CA Primary Metropolitan Statistical Area. There are no known environmental impediments at the closing or receiving sites.

Stratford Army Engine Plant, Connecticut

Recommendation: Close Stratford Army Engine Plant.

Justification: The Stratford facility has produced engines for heavy armor vehicles and rotary wing aircraft. Reduced production requirements and the Army's increased capability for rebuild and repair have eliminated the need for the Stratford Army Engine Plant. There is no requirement for use of the installation by either the Active or Reserve Components.

The Army has an extensive capability to repair engines at Anniston and Corpus Christi Army Depots. The current inventory for these engines meets projected operational requirements. During mobilization, the capability to rebuild engines can be increased at both depots. In the event of an extended national emergency that would deplete stocks, the depots could reconfigure to assemble new engines from parts provided by the manufacturer until mothballed facilities become operational. Prior to closing the facility, the contractor will complete all existing contracts.

Return on Investment: The total one-time cost to implement this recommendation is \$2 million. The net of all costs and savings during the implementation period is a savings of \$24 million. Annual recurring savings after implementation are \$6 million with an immediate return on investment. The net present value of the costs and savings over 20 years is a savings of \$80 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 3 jobs (2 direct jobs and 1 indirect jobs) over the 1996-to-2001 period in the Fairfield County, CT economic area, which represents 0 percent of the area's employment. There are no known environmental impediments at the closing site.

Big Coppett Key, Florida

Recommendation: Close Big Coppett Key.

Justification: Big Coppett Key, an island near Key West, consists of approximately five acres and 3,000 square feet of facilities. Big Coppett Key formerly provided communications support to United States Army. Since the Army no longer uses Big Coppett Key, it is excess and to Army requirements. Closing Big Coppett Key will save base operations and maintenance funds and provide reuse opportunities.

Return on Investment: There is no one-time cost to implement this recommendation. The net of all costs and savings during the implementation period is a savings of \$0.05 million. Annual recurring savings after implementation are \$0.01 million with an immediate return

on investment. The net present value of the costs and savings over 20 years is a savings of \$0.1 million.

Impacts: This recommendation will not affect any jobs in the Monroe County, FL economic area. There are no known environmental impediments at the closing site.

Concepts Analysis Agency, Maryland

Recommendation: Close by relocating Concepts Analysis Agency to Fort Belvoir, VA.

Justification: In 1993, the Commission suggested that DoD direct the Services to include a separate category for leased facilities to ensure a bottom-up review of leased space. The Army has conducted a review of activities in leased space to identify opportunities for relocation onto military installations. Because of the cost of leasing, the Army's goal is to minimize leased space when feasible, and maximize the use of government-owned space.

Since Army studies indicate that space is available at Fort Belvoir, the Concepts Analysis Agency can easily relocate with limited renovation. The annual cost of the current lease is \$1.5 million.

Return on Investment: The total one-time cost to implement this recommendation is \$3.7 million. The net of all costs and savings during the implementation period is a cost of \$0.4 million. Annual recurring savings after implementation are \$0.8 million with a return on investment expected in five years. The net present value of the costs and savings over 20 years is a savings of \$7 million.

Impacts: This recommendation will not result in a change in employment in the Washington, DC-MD-VA-WV Primary Metropolitan Statistical Area because all affected jobs will remain in that area. There are no known environmental impediments at the closing site or receiving installation.

Publications Distribution Center Baltimore, Maryland

Recommendation: Close by relocating the U.S. Army Publications Distribution Center, Baltimore to the U.S. Army Publications Center St. Louis, Missouri.

Justification: Consolidation of the U.S. Army Publications Distribution Center, Baltimore with the U.S. Army Publications Center, St. Louis, combines the wholesale and retail distribution functions of publication distribution into one location. The consolidation eliminates a manual operation at Baltimore in favor of an automated facility at St. Louis and creates efficiencies in the overall distribution process. This move consolidates two leases into one less costly lease.

Return on Investment: The total one-time cost to implement this recommendation is \$6 million. The net of all costs and savings during the implementation period is a savings of \$3 million. Annual recurring savings after implementation are \$3 million with a return on investment expected in two years. The net present value of the costs and savings over 20 years is a savings of \$35 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 213 jobs (131 direct jobs and 82 indirect jobs) over the 1996-to-2001 period in the Baltimore, MD Primary Metropolitan Statistical Area, which represents less than 0.1 percent of the area's employment.

The cumulative economic impact of all BRAC 95 recommendations and all prior round BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential decrease equal to less than 0.1 percent of employment in the area. There are no known environmental impediments at the closing or receiving installations.

Hingham Cohasset, Massachussetts

Recommendation: Close Hingham Cohasset.

Justification: Hingham Cohasset, formerly a U.S. Army Reserve Center, is essentially vacant and is excess to the Army's requirements. The site consists of approximately 125 acres and 150,000 square feet of facilities. Closing Hingham Cohasset will save base operations and maintenance funds and provide reuse opportunities.

Return on Investment: There is no one-time cost to implement this recommendation. The net of all costs and savings during the implementation period is a savings of \$1 million. Annual recurring savings after implementation are \$0.2 million with an immediate return on investment. The net present value of the costs and savings over 20 years is a savings of \$2 million.

Impacts: This recommendation will not affect any jobs in the Boston-Worcester-Lawrence-Lowell-Brockton, MA-NH New England County Metropolitan Area. There are no known environmental impediments at the closing site.

Sudbury Training Annex, Massachusetts

Recommendation: Close Sudbury Training Annex.

Justification: Sudbury Training Annex, outside Boston, consists of approximately 2,000 acres and 200,000 square feet of facilities. The primary mission of Sudbury Training Annex

is to provide storage facilities for various Department of Defense activities. Sudbury Training Annex is excess to the Army's requirements. Closing the annex will save base operations and maintenance funds and provide reuse opportunities for approximately 2,000 acres.

Return on Investment: The total one-time cost to implement this recommendation is \$1 million. The net of all costs and savings during the implementation period is a cost of \$0.1 million. Annual recurring savings after implementation are \$0.1 million with a return on investment expected in five years. The net present value of the costs and savings over 20 years is a savings of \$1 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 21 jobs (13 direct jobs and 8 indirect jobs) over the 1996-to-2001 period in the Essex-Middlesex-Suffolk-Plymouth and Norfolk Counties, MA, which represents less than 0.1 percent of the area's employment.

The cumulative economic impact of all BRAC 95 recommendations and all priorround BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.1 percent of employment in the area. There are no known environmental impediments at the closing or receiving sites.

Aviation-Troop Command, Missouri

Recommendation: Disestablish Aviation-Troop Command (ATCOM), and close by relocating its missions/functions as follows:

- Relocate Aviation Research, Development & Engineering Center; Aviation Management; and Aviation Program Executive Offices to Redstone Arsenal, Huntsville, AL, to form the Aviation & Missile Command.
- Relocate functions related to soldier systems to Natick Research,
 Development, Engineering Center, MA, to align with the Soldier Systems
 Command.
- Relocate functions related to materiel management of communicationselectronics to Fort Monmouth, NJ, to align with Communications-Electronics Command.
- Relocate automotive materiel management functions to Detroit Arsenal, MI, to align with Tank-Automotive and Armaments Command.

Justification: In 1993, the Commission suggested that DoD direct the Services to include a separate category for leased facilities to ensure a bottom-up review of leased space. The Army has conducted a review of activities in leased space to identify opportunities for

relocation onto military installations. Because of the cost of leasing, the Army's goal is to minimize leased space, when feasible, and maximize the use of government-owned facilities.

In 1991, the Commission approved the merger of Aviation Systems Command and Troop Systems Command (ATCOM). It also recommended that the Army evaluate the relocation of these activities from leased space to government-owned facilities and provide appropriate recommendations to a subsequent Commission. In 1993, the Army studied the possibility of relocating ATCOM to a military installation and concluded it would be too costly. It is evident that restructuring ATCOM now provides a financially attractive opportunity to relocate.

Significant functional efficiencies are also possible by separating aviation and troop support commodities and relocating these functions to military installations. The aviation support functions realign to Redstone Arsenal to form a new Aviation & Missiles Command. The troop support functions realign to Natick, MA to align with the new Soldier Systems Command.

This recommendation preserves crucial research and development functions while optimizing operational efficiencies. Moving elements of ATCOM to Natick and Redstone Arsenal improves the synergistic effect of research, development and engineering, by facilitating the interaction between the medical, academic, and industrial communities already present in these regions. Vacating the St. Louis lease will collocate/consolidate similar life cycle functions at military installations for improved efficiencies and effectiveness.

Return on Investment: The total one-time cost to implement this recommendation is \$146 million. The net of all costs and savings during the implementation period is a savings of \$9 million. Annual recurring savings after implementation are \$46 million with a return on investment expected in three years. The net present value of the costs and savings over 20 years is a savings of \$453 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 7,679 jobs (4,731 direct jobs and 2,948 indirect jobs) over the 1996-to-2001 period in the St. Louis, MO-IL Metropolitan Statistical Area, which represents 0.5 percent of the area's employment.

The cumulative economic impact of all BRAC 95 recommendations and all priorround BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.6 percent of employment in the area. There are no known environmental impediments at the closing site or receiving installations.

Fort Missoula, Montana

Recommendation: Close Fort Missoula, except an enclave for minimum essential land and facilities to support the Reserve Component units.

Justification: Fort Missoula consists of approximately 35 acres and 180,000 square feet of facilities. It provides administration, supply, training, maintenance, logistics support to Reserve Component forces. The post also provides facilities for the United States Forest Service. Fort Missoula has land and facilities excess to the Army's requirements. Closing Fort Missoula will save base operations and maintenance funds and provide reuse opportunities for approximately 25 acres. The Army intends to continue to license buildings and land currently occupied by the Army National Guard.

Return on Investment: The total one-time cost to implement this recommendation is \$0.4 million. The net of all costs and savings during the implementation period is a savings of \$0.5 million. Annual recurring savings after implementation are \$0.2 million with a return on investment expected in two years. The net present value of the costs and savings over 20 years is a savings of \$2 million.

Impacts: This recommendation will not affect any jobs in the Missoula County, MT economic area. There are no known environmental impediments at the closing or receiving installations.

Camp Kilmer, New Jersey

Recommendation: Close Camp Kilmer, except an enclave for minimum necessary facilities to support the Reserve Components.

Justification: Camp Kilmer consists of approximately 75 acres and 331,000 square feet of facilities. The camp provides administration, supply, training, maintenance, and logistics support to Reserve Component forces. The vast majority of the site is excess to the Army's requirements. Closing Camp Kilmer will save base operations and maintenance funds and provide reuse opportunities for approximately 56 acres.

Return on Investment: The total one-time cost to implement this recommendation is \$0.1 million. The net of all costs and savings during the implementation period is a savings of \$1 million. Annual recurring savings after implementation are \$0.2 million with a return on investment expected in one year. The net present value of the costs and savings over 20 years is a savings of \$3 million.

Impacts: This recommendation will not affect any jobs in the Middlesex-Somerset-Hunterdon, NY Metropolitan Statistical Area. There are no known environmental impediments at the closing or receiving installations.

Caven Point Army Reserve Center, New Jersey

Recommendation: Close Caven Point U. S. Army Reserve Center. Relocate its reserve activities to the Fort Hamilton, NY, provided the recommendation to realign Fort Hamilton is approved.

Justification: Caven Point U.S. Army Reserve Center (USARC) is located near Jersey City, NJ, and consists of approximately 45,000 square feet of administrative and maintenance facilities on 35 acres. It is overcrowded and in generally poor condition. The primary mission of Caven Point USARC is to provide administrative, logistics and maintenance support to the Army Reserve. The consolidation of tenants from Caven Point USARC with Reserve Component activities remaining on Fort Hamilton will achieve savings in operations costs.

Return on Investment: The cost and savings information for the closure of Caven Point U.S. Army Reserve Center is included in the recommendation for Fort Hamilton, NY.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 4 jobs (3 direct jobs and 1 indirect job) over the 1996-to-2001 period in the Jersey City, NJ, Primary Metropolitan Statistical Area which represents less than 0.1 percent of the area's employment.

The cumulative economic impact of all BRAC 95 recommendations and all priorround BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.8 percent of employment in the area. There are no known environmental impediments at the closing or receiving installations.

Camp Pedricktown, New Jersey

Recommendation: Close Camp Pedricktown, except the Sievers-Sandberg Reserve Center.

Justification: Camp Pedricktown consists of approximately 82 acres and 260,000 square feet of facilities. Its primary mission is to provide administration, supply, training, maintenance, and logistics support to Reserve Component forces. The vast majority of Camp Pedricktown's land and facilities are excess to Army requirements. Closing it will save base operations and maintenance funds and provide reuse opportunities for approximately 60 acres.

Return on Investment: The total one-time cost to implement this recommendation is \$0.1 million. The net of all costs and savings during the implementation period is a savings of \$2 million. Annual recurring savings after implementation are \$0.4 million with an immediate return on investment. The net present value of the costs and savings over 20 years is a savings of \$5 million.

Impacts: This recommendation will not affect any jobs in the Philadelphia, PA-NJ Primary Metropolitan Statistical Area. There are no known environmental impediments at the closing or receiving installations.

Bellmore Logistics Activity, New York

Recommendation: Close Bellmore Logistics Activity.

Justification: Bellmore Logistics Activity, located on Long Island, consists of approximately 17 acres and 180,000 square feet of facilities. It formerly provided maintenance and logistical support to Reserve Component units. Since Reserve Components no longer use Bellmore Logistics Activity, it is excess to the Army's requirements. Closing Bellmore Logistics Activity will save base operations and maintenance funds and provide reuse opportunities.

Return on Investment: There is no one-time cost to implement this recommendation. The net of all costs and savings during the implementation period is a savings of \$2 million. Annual recurring savings after implementation are \$0.3 million with an immediate return on investment. The net present value of the costs and savings over 20 years is a savings of \$5 million.

Impacts: This recommendation will not affect any jobs in the Nassau-Suffolk, NY Primary Metropolitan Statistical Area. There are no known environmental impediments at the closing site.

Fort Totten, New York

Recommendation: Close Fort Totten, except an enclave for the U. S. Army Reserve. Dispose of family housing.

Justification: Fort Totten, a sub-installation of Fort Hamilton, provides administrative and logistical support to Army Reserve units in the New York City metropolitan area.

Fort Totten is low in military value compared to other command and control/administrative support installations. The post has limited capacity for growth or further military development.

Fort Totten is home to the Ernie Pyle U.S. Army Reserve Center, the largest in the country. Realignment of the Center to nearby Fort Hamilton is not possible since Fort Hamilton has little available space. Therefore, the Army decided to retain this facility as a reserve enclave.

Return on Investment: The total one-time cost to implement this recommendation is \$4 million. The net of all costs and savings during the implementation period is a savings of \$0.1 million. Annual recurring savings after implementation are \$2 million with a return on investment expected in one year. The net present value of the costs and savings over 20 years is a savings of \$17 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 69 jobs (43 direct jobs and 26 indirect jobs) over the 1996-to-2001 period in the New York, NY Primary Metropolitan Statistical Area, which represents less than 0.1 percent of the area's employment.

The cumulative economic impact of all BRAC 95 recommendations and all priorround BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.1 percent of employment in the area. There are no known environmental impediments at the closing or receiving installations.

Recreation Center #2, North Carolina

Recommendation: Close Recreation Center #2, Fayetteville, NC.

Justification: Recreation Center #2 consists of approximately four acres and 17,000 square feet of community facilities. Recreation Center #2 is currently being leased to the city of Fayetteville, NC, and is excess to the Army's requirements. Closing Recreation Center #2 will provide reuse opportunities.

Return on Investment: There are no costs associated with this recommendation.

Impacts: This recommendation will not affect any jobs in the Fayetteville, NC Metropolitan Statistical Area. There are no known environmental impediments at the closing site.

Information Systems Software Command (ISSC), Virginia

Recommendation: Close by relocating Information Systems Software Command to Fort Meade, MD.

Justification: In 1993, the Commission suggested DoD direct the Services to include a separate category for leased facilities to ensure a bottom-up review of leased space. The Army has conducted a review of activities in leased space to identify opportunities for relocation onto military installations. Because of the cost of leasing, the Army's goal is to minimize leased space, when feasible, and maximize the use of government-owned facilities.

This activity can relocate easily for a minor cost. The annual cost of the current lease is \$2 million.

Return on Investment: The total one-time cost to implement this recommendation is \$6 million. The net of all costs and savings during the implementation period is a cost of \$2 million. Annual recurring savings after implementation are \$1 million with a return on investment expected in six years. The net present value of the costs and savings over 20 years is a savings of \$8 million.

Impacts: This recommendation will not result in a change in employment in the Washington, DC-MD-VA-WV Primary Metropolitan Statistical Area because all affected jobs will remain in that area. There are no known environmental impediments at the closing site or receiving installation.

Camp Bonneville, Washington

Recommendation: Close Camp Bonneville.

Justification: Camp Bonneville consists of approximately 4,000 acres and 178,000 square feet of facilities. The primary mission of Camp Bonneville is to provide training facilities for Active and Reserve units. Training currently conducted at Camp Bonneville will be shifted to Fort Lewis, Washington. Accordingly, Camp Bonneville is excess to the Army's requirements. Closing the camp will save base operations and maintenance funds and provide reuse opportunities.

Return on Investment: The total one-time cost to implement this recommendation is \$0.04 million. The net of all costs and savings during the implementation period is a savings of \$0.8 million. Annual recurring savings after implementation are \$0.2 million with an immediate return on investment. The net present value of the costs and savings over 20 years is a savings of \$2 million.

Impacts: This recommendation will not affect any jobs in the Portland-Vancouver, OR-WA economic area. There are no known environmental impediments at the closing site.

Valley Grove Area Maintenance Support Activity, West Virginia

Recommendation: Close Valley Grove Area Maintenance Support Activity (AMSA). Relocate reserve activity to the Kelly Support Center, PA, provided the recommendation to realign Kelly Support Center is approved.

Justification: Valley Grove AMSA, located in Valley Grove, WV, consists of approximately 10,000 square feet of leased maintenance facilities. Its primary mission is to provide maintenance support to Army Reserve activities. Consolidating tenants from Valley Grove AMSA with the Reserve Component activities remaining on Kelly Support Center will reduce the cost of operation.

Return on Investment: The cost and savings information for the closure of Valley Grove AMSA is included in the recommendation for Charles E. Kelly Support Center.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 10 jobs (7 direct jobs and 3 indirect jobs) over the 1996-to-2001 period in the Wheeling, WV-OH, Metropolitan Statistical Area, which is less than 0.1 percent of the areas employment. There are no known environmental impediments at the closing or receiving installations.

Tri-Service Project Reliance

Recommendation: Change the recommendation of the 1991 Commission regarding Tri-Service Project Reliance. Upon disestablishment of the U.S. Army Biomedical Research Development Laboratory (USABRDL) at Fort Detrick, MD, do not collocate environmental and occupational toxicology research with the Armstrong Laboratory at Wright-Patterson Air Force Base, OH. Instead relocate the health advisories environmental fate research and military criteria research functions of the Environmental Quality Research Branch to the U.S. Army Environmental Hygiene Agency (AEHA), Aberdeen Proving Ground, MD, and maintain the remaining functions of conducting non-mammalian toxicity assessment models and on-site biomonitoring research of the Research Methods Branch at Fort Detrick as part of Headquarters, U.S. Army Medical Research and Materiel Command.

Justification: There are no operational advantages that accrue by relocating this activity to Wright-Patterson AFB. Substantial resources were expended over the last 15 years to develop this unique laboratory currently used by researchers from across the DoD, other federal agencies and the academic community. No facilities are available at Wright-

Patterson to accommodate this unique aquatic research activity, which supports environmental quality R&D initiatives developing cost effective alternatives to the use of mammalian species in toxicity testing. Significant new construction is required at Wright Patterson to duplicate facilities at Fort Detrick to continue this critical research. No construction is required at Aberdeen Proving Ground. Furthermore, the quality of water required for the culture of aquatic animals used in this research is not adequate at Wright-Patterson. This would necessitate additional construction and result in either several years of costly overlapping research in Maryland and Ohio, or the loss of over 10 years experience with the unique lab colonies used at Fort Detrick. The Navy and the Air Force agree that true research synergy is possible without executing the planned relocation.

Return on Investment: The total one-time cost to implement this recommendation is \$0.3 million. The net of all costs and savings during the implementation period is a savings of \$4 million. There are no annual recurring savings after implementation. The net present value of the costs and savings over 20 years is a savings of \$4 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 15 jobs (9 direct jobs and 6 indirect jobs) over the 1996-to-2001 period in the Washington, DC-MD-VA-WV Primary Metropolitan Statistical Area, which is less than 0.1 percent of the areas employment.

The cumulative economic impact of all BRAC 95 recommendations and all prior round BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.6 percent of employment in the area. There are no known environmental impediments at the closing or receiving installations.

Department of the Navy

Summary of Selection Process

Introduction

Building upon the experience gained during BRAC 93, the Secretary of the Navy established policies, procedures, organizations, and internal controls that ensured that the process in the Department of the Navy (DON) for making base closure and realignment recommendations to the Secretary of the Defense was sound and in compliance with the Base Closure Act. The Secretary of the Navy established a Base Structure Evaluation Committee (BSEC) for the analyses and deliberations required to satisfy the Base Closure Act, and a Base Structure Analysis Team (BSAT) to provide staff support to the BSEC.

The Selection Process

Under the oversight and guidance of the Under Secretary of the Navy, the BSEC had eight members, consisting of senior DON career civilians and Navy flag and Marine Corps general officers who were responsible for developing recommendations for closure and realignment of DON military installations for approval by the Secretary of the Navy. The BSEC was required to evaluate Navy and Marine Corps installations in accordance with the Base Closure Act, to comply with appropriate guidance from higher levels, to ensure audibility by the Comptroller General, and to ensure operational factors were considered. In conducting its evaluation, the BSEC applied the final selection criteria for selecting bases for closure or realignment and based its recommendations on the FY 2001 force structure plan.

The BSAT was composed of military and civilian analysts who were tasked to collect data and to perform analysis for the BSEC. Additionally, the Naval Audit Service and the Office of General Counsel were integrally involved in the process. The Naval Audit Service reviewed the activities of the BSEC and the BSAT to ensure compliance with the approved Internal Control Plan and audited the accuracy and reliability of data provided by DON activities. The Office of the General Counsel provided senior-level legal advice and counsel.

In compliance with the Internal Control Plan, a Base Structure Data Base (BSDB) was developed and contained relevant information on all DON military installations subject to the Base Closure Act. The BSEC used the data base as the baseline for its evaluation of DON military installations, leading to development of recommendations for closure and realignment. Pursuant to the certification policy promulgated by the Secretary of the Navy to comply with the provisions of the Base Closure Act, data which was included in the Base Structure Data Base had to be certified as accurate and complete by the officer or civilian employee who initially generated data in response to the BSEC request for information, and

then at each succeeding level of the chain of command. In conjunction with the requirement to keep records of all meetings that were part of the decision making process, the Base Structure Data Base and the certification policy were designed to ensure the accuracy, completeness, and integrity of the information upon which the DON recommendations were based.

The senior leadership of the Navy and Marine Corps was substantially involved in the process. Policy issues and basic principles that affect basing and infrastructure requirements were articulated, and comments were solicited from the major "owner/operators" of Navy and Marine Corps installations on Fleet operations, support, and readiness impacts. Additionally, the relationship between the Military Departments and the Office of the Secretary of Defense (OSD) for BRAC 95 was more formalized and more robust than in prior rounds. The DON was significantly represented on every OSD BRAC 95 group.

In order to comply with the requirements of the Base Closure Act relating to evaluation using the force structure plan and the selection criteria, the first step in the process was to categorize and aggregate installations for analysis. Based on a review of the Secretary of the Navy's responsibilities under Title 10 of the U.S. Code to operate, maintain, train, and support the operating forces within the DON, the BSEC developed five major categories for organizing its military installations for analysis and evaluation: Operational Support, Industrial Support, Technical Centers/Laboratories, Educational/Training, and Personnel Support/Other. These categories were then further divided into 27 subcategories to ensure that like installations were compared to one another and to allow identification of total capacity and military value for an entire category of installations. Within these 27 subcategories were 830 individual Navy or Marine Corps installations or activities, each of which was reviewed during the BRAC 95 process.

Data calls were issued to these installations, tailored to the subcategory in which the activity was grouped, to obtain the relevant certified information relating to capacity and military value. "Conglomerate" activities having more than one significant mission received multiple military value and capacity data calls relating to those missions. The certified responses to these data calls were entered into the Base Structure Data Base and formed the sole basis for BSEC determinations.

Capacity analysis compared the present base structure to the future force structure requirement for each subcategory of installations to determine whether excess base structure capacity existed. The capacity measures were the appropriate "throughput" for each type of installation. If total capacity was greater than the future required capacity, excess capacity was determined to exist, and the military value of each installation in a subcategory was

evaluated. If there was no meaningful excess capacity, no further closure or realignment analysis was conducted. Of the 27 subcategories, eight of them demonstrated either little or no excess capacity.

The remaining 19 subcategories underwent military value analysis to assess the relative military value of installations within a subcategory, using a quantitative methodology that was as objective as possible. The foundation of the analysis was the military value criteria, which are the first four of the eight selection criteria issued by the Secretary of Defense. Information from the military value data call responses was displayed in a matrix, scored by the BSEC according to relative importance for a particular subcategory. A military value score for a particular installation is a relative measure of military value only within the context of the subcategory in which that installation was analyzed, in order to compare one installation in a subcategory against another installation in that category.

The results of the capacity analyses and military value analyses were then combined in that stage of the process called configuration analysis. The purpose of configuration analysis was to identify, for each subcategory of installations, sets of installations that best meet the needs of the Navy and Marine Corps, in light of future requirements, while eliminating the most excess capacity. Multiple solutions were generated that would satisfy capacity requirements for the future force structure while maintaining the average military value of the retained installations at a level equal to or greater than the average military value for all of the installations in the subcategory.

The configuration analysis solutions were then used by the BSEC as the starting point for the application of military judgment in the development of potential closure and realignment scenarios to undergo return on investment analysis. Scenario development was an iterative process in which results of COBRA analyses and inputs from the senior Defense leadership were used to generate additional options. The input received from the Fleet CINC's, the major claimants (including the SYSCOM Commanders), and the DON civilian leadership was an integral part of scenario development. The CINCs and major claimants provided input both directly, during meetings, and indirectly, through COBRA scenario data call responses. Additionally, the Joint Cross-Service Groups generated numerous alternatives derived from their analysis of data and information provided by the Military Departments. From alternatives proposing closure or realignment of DON activities, all but one of the Depot Maintenance alternatives, all of the significant Laboratory alternatives, all of the Military Treatment Facilities alternatives, all of the significant Test and Evaluation alternatives, and all of the Undergraduate Pilot Training alternatives resulted in COBRA scenario data calls. As a result of the scenario development portion of the process, the BSEC developed 174 scenarios involving 119 activities.

COBRA analyses were conducted on all of these scenarios, using certified responses to COBRA scenario data calls from the chains of command of affected installations and their tenants. In analyzing these responses, the BSEC aggressively challenged cost estimates to ensure both their consistency with standing policies and procedures and their reasonableness. With reductions in budgets, numbers of programs, and numbers of systems being produced, the BSEC reviewed the data call responses to ensure that outyear requirements were appropriately reduced in terms of personnel, facilities, and capacities of remaining facilities. The BSEC used the COBRA algorithms as a tool to ensure that its recommendations were cost effective. As a result, the estimated upfront costs are the lowest of any round of base closure, and the longest period for return on investment of any recommendation is four years. Most recommendations will obtain an immediate return on investment, with savings offsetting costs of closure within the closure period.

The impact on the local economic area for each DON installation considered for closure or realignment was calculated using the DoD BRAC 95 Economic Impact Data Base. The DON is very concerned about economic impact and has made every effort to fully understand all of the economic impacts its recommendations might have on local communities. The BSEC also evaluated the ability of the existing local community infrastructure at potential receiving installations to support additional missions and personnel. The impact of increases in base personnel on such infrastructure items as off-base housing availability, public and private schools, public transportation, fire and police protection, health care facilities, and public utilities was assessed. No significant community infrastructure impacts were identified for any of the DON proposed closure or realignment actions.

Once the BSEC had determined the serious candidates for closure or realignment, an environmental summary was prepared which compared the environmental management efforts at losing and gaining sites. Differences in environmental management effort were presented as they relate to such programs as threatened/endangered species, wetlands, cultural resources, land use, air quality, environmental facilities, and installation restoration sites. The environmental impact analysis permitted the BSEC to obtain a comprehensive picture of the potential environmental impacts arising from the recommendations for closure and realignment. No significant environmental impacts were identified for any scenario which would support reconsideration of any recommendation.

Department of the Navy

Recommendations and Justifications

Naval Air Facility, Adak, Alaska

Recommendation: Close Naval Air Facility, Adak, Alaska.

Justification: Despite the large reduction in operational infrastructure accomplished during the 1993 round of base closure and realignment, since DON force structure experiences a reduction of over 10 percent by the year 2001, there continues to be additional excess capacity that must be eliminated. In evaluating operational bases, the goal was to retain only that infrastructure necessary to support the future force structure without impeding operational flexibility for deployment of that force. In the case of Naval Air Facility, Adak, Alaska, the Navy's anti-submarine warfare surveillance mission no longer requires these facilities to base or support its aircraft. Closure of this activity reduces excess capacity by eliminating unnecessary capabilities and can be accomplished with no loss in mission effectiveness.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$9.4 million. The net of all costs and savings during the implementation period is a savings of \$108 million. Annual recurring savings after implementation are \$26 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$354.8 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 894 jobs (678 direct jobs and 216 indirect jobs) over the 1996-to-2001 period in the Aleutians West Census Area economic area, which is 10.4 percent of economic area employment. However, the geography of the Aleutian Islands localizes economic effects, and no loss is anticipated from the closure of NAF Adak beyond the direct job loss.

Community Infrastructure Impact: There is no community infrastructure impact since there are no receiving installations for this recommendation.

Environmental Impact: The closure of Naval Air Facility, Adak will have a positive effect on the environment in that, even though NAF Adak is in an attainment area for carbon monoxide, ozone, and PM-10, a source of ozone will be removed, further improving already favorable air quality. In an area with few air emission sources present, cessation of

air emissions from this facility will enhance the natural state of the western Alaska region. Also, there is no adverse impact on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Naval Shipyard, Long Beach, California

Recommendation: Close the Naval Shipyard Long Beach, California, except retain the sonar dome government-owned, contractor-operated facility and those family housing units needed to fulfill Department of the Navy requirements, particularly those at Naval Weapons Station, Seal Beach, California. Relocate necessary personnel to other naval activities as appropriate, primarily Naval Weapons Station, Seal Beach and naval activities in the San Diego, California, area.

Justification: Despite substantial reductions in depot maintenance capability accomplished in prior base closure evolutions, as force levels continue to decline, there is additional excess capacity that needs to be eliminated. Force structure reductions by the year 2001 eliminate the requirement for the Department of the Navy to retain this facility, including its large-deck drydocking capability. As a result of BRAC 91, the adjoining Naval Station Long Beach was closed, and some of its assets were transferred to the naval shipyard for "ship support functions." Of those transferred assets, only those housing units required to fulfill Department of the Navy requirements in the local commuting area will be retained after closure of the naval shipyard.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$74.5 million. The net of all costs and savings during the implementation period is a savings of \$725.6 million. Annual recurring savings after implementation are \$130.6 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$1,948.6 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 13,261 jobs (4,029 direct jobs and 9,232 indirect jobs) over the 1996-to-2001 period in the Los Angeles-Long Beach, California PMSA economic area, which is 0.3 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.4 percent of employment in the economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The closure of Long Beach Naval Shipyard will have a positive impact on the local environment. The removal of a major industrial activity from an area that is in non-attainment for carbon monoxide, ozone, and PM-10 will be of substantial benefit to the air quality of this area. Similarly, the workload and small numbers of personnel being relocated to other activities are not expected to adversely impact the environment of geographic areas in which those activities are located. There are no adverse impacts to threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Ship Repair Facility, Guam

Recommendation: Close the Naval Ship Repair Facility (SRF), Guam, except transfer appropriate assets, including the piers, the floating drydock, its typhoon basin anchorage, the recompression chamber, and the floating crane, to Naval Activities, Guam.

Justification: Despite substantial reductions in depot maintenance capability accomplished in prior base closure evolutions, as force levels continue to decline, there is additional excess capacity that needs to be eliminated. While operational and forward basing considerations require access to Guam, a fully functional ship repair facility is not required. The workload of SRF Guam can be entirely met by other Department of the Navy facilities. However, retention of the waterfront assets provides the DON with the ability to meet voyage repair and emergent requirements that may arise in the Western Pacific.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$8.4 million. The net of all costs and savings during the implementation period is a savings of \$171.9 million. Annual recurring savings after implementation are \$37.8 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$529 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 1,321 jobs (663 direct jobs and 658 indirect jobs) over the 1996-to-2001 period in the Agana, Guam economic area, which is 2.0 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 10.6 percent of employment in the economic area. However, much of this impact involves the inclusion of Military Sealift Command mariners in the job loss statement, which does not reflect the temporary nature of their presence on Guam.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The closure of the Ship Repair Facility Guam will have a generally positive impact on the environment because a significant industrial operation will be closed, including the removal of stationary emission sources associated with this operation. This will be a benefit to an already positive air quality situation on Guam. Further, this closure will not have an adverse impact on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources.

Naval Air Warfare Center, Aircraft Division, Indianapolis, Indiana

Recommendation: Close the Naval Air Warfare Center (NAWC), Aircraft Division, Indianapolis, Indiana. Relocate necessary functions along with associated personnel, equipment and support to other naval technical activities, primarily Naval Surface Warfare Center, Crane, Indiana; Naval Air Warfare Center, Aircraft Division, Patuxent River, Maryland; and Naval Air Warfare Center, Weapons Division, China Lake, California.

Justification: There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. This recommended closure results in the closure of a major technical center and the relocation of its principal functions to three other technical centers, realizing both a reduction in excess capacity and significant economies while raising aggregate military value.

Return on Investment: The return on investment data below applies to the closure of Naval Surface Warfare Center Louisville and the closure of NAWC Indianapolis. The total estimated one-time cost to implement these recommendations is \$180 million. The net of all costs and savings during the implementation period is a cost of \$26.8 million. Annual recurring savings after implementation are \$67.8 million with a return on investment expected in two years. The net present value of the costs and savings over 20 years is a savings of \$639.9 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 7,659 jobs (2,841 direct jobs and 4,818 indirect jobs) over the 1996-to-2001 period in the Boone-Hamilton-Hancock-Hendricks-Johnson-Marion-Morgan-Shelby Counties, Indiana, economic area, which is 0.9 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 2.2 percent of employment in the economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The closure of NAWC Indianapolis will have a positive effect on the environment because of the movement out of a region that is in marginal non-attainment for ozone. All three of the receiving sites (NSWC Crane, NAWC China Lake, and NAWC Patuxent River) are in areas that are in attainment for carbon monoxide, and the relocation of personnel from Indianapolis is not expected to have a significant effect on base operations at these sites. The utility infrastructure at each of these receiving bases is sufficient to handle these additional personnel, and this closure will not adversely impact threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources.

Naval Surface Warfare Center, Crane Division Detachment, Louisville, Kentucky

Recommendation: Close the Naval Surface Warfare Center, Crane Division Detachment, Louisville, Kentucky. Relocate appropriate functions, personnel, equipment, and support to other naval activities, primarily the Naval Shipyard, Norfolk, Virginia; the Naval Surface Warfare Center, Port Hueneme, California; and the Naval Surface Warfare Center, Crane, Indiana.

Justification: There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. Consistent with the Department of the Navy's efforts to remove depot level maintenance workload from technical

centers and return it to depot industrial activities, this action consolidates ships' systems (guns) depot and general industrial workload at NSYD Norfolk, which has many of the required facilities in place. The functional distribution of workload in this manner offers an opportunity for cross-servicing part of the gun plating workload to the Watervliet Arsenal in New York. System integration engineering will relocate to NSWC Port Hueneme, with the remainder of the engineering workload and Close-in-Weapons System (CIWS) depot maintenance functions relocating to NSWC Crane. The closure of this activity not only reduces excess capacity, but relocation of functional workload to activities performing similar work will result in additional efficiencies and economies in the management of those functions.

Return on Investment: The return on investment data below applies to the closure of NSWC Louisville and the closure of NAWC Indianapolis. The total estimated one-time cost to implement these recommendations is \$180 million. The net of all costs and savings during the implementation period is a cost of \$26.8 million. Annual recurring savings after implementation are \$67.8 million with a return on investment expected in two years. The net present value of the costs and savings over 20 years is a savings of \$639.9 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 3,791 jobs (1,464 direct jobs and 2,327 indirect jobs) over the 1996-to-2001 period in the Louisville, Kentucky-Indiana MSA economic area, which is 0.7 percent of economic area employment.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The closure of NSWC Louisville will have a generally positive impact on the environment because a major industrial operation will be closing in an area that is in moderate non-attainment for ozone. To the extent the relocations from this recommendation trigger the requirement for a conformity determination to assess the impact on the air quality of the areas in which each of the receiving sites are located, such determinations will be prepared. One of the most significant environmental benefits resulting from this recommendation is the transfer of workload from NSWC Louisville to the Watervliet Arsenal, New York, to accomplish plating operations which the Norfolk Naval Shipyard currently cannot perform. This transfer reduces the DoD-wide facilities required to perform the programmed plating work. There are no impacts on threatened/endangered species, sensitive habitats and wetlands, or cultural resources occasioned by this recommendation.

Naval Surface Warfare Center, Dahlgren Division Detachment, White Oak, Maryland

Recommendation: Close the Naval Surface Warfare Center, Dahlgren Division Detachment, White Oak, Maryland. Relocate the functions, personnel and equipment associated with Ship Magnetic Signature Control R&D Complex to the Naval Surface Warfare Center, Carderock, Maryland, and the functions and personnel associated with reentry body dynamics research and development to the Naval Surface Warfare Center, Dahlgren, Virginia.

Justification: There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. Closure of the Naval Surface Warfare Center, Dahlgren Division Detachment, White Oak, Maryland, reduces this excess capacity, and its consolidation with two other major technical centers that already have capability will result in further economies and efficiencies. This closure also eliminates unnecessary capabilities, since a few Navy facilities were left at NSWC White Oak only because Naval Sea Systems Command was relocating there as a result of BRAC 93. However, those facilities can be excessed, and the Naval Sea Systems Command can be easily accommodated at the Washington Navy Yard.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$2.9 million. The net of all costs and savings during the implementation period is a savings of \$28.7 million. Annual recurring savings after implementation are \$6 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$85.9 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 646 jobs (202 direct jobs and 444 indirect jobs) over the 1996-to-2001 period in the Washington, DC-Maryland-Virginia-West Virginia PMSA economic area, which is less than 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.6 percent of employment in the economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The closure of NSWC White Oak Detachment will have a generally positive impact on the environment. A portion of the personnel being relocated will transfer to NSWC Dahlgren, which is in an area that is in attainment for carbon monoxide. As regards personnel movements to NSWC Carderock, a conformity determination may be required to assess any air quality impacts. In each case, however, the personnel relocating, when compared to expected force structure reductions by FY 2001, represent a net decrease in base personnel. There is adequate capacity in the utility infrastructure at the receiving sites to handle additional personnel loading. Likewise, there is sufficient space for rehabilitation or acreage of unrestricted land for expansion for new facilities. There is no adverse impact to threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Naval Air Station, South Weymouth, Massachusetts

Recommendation: Close Naval Air Station, South Weymouth, Massachusetts. Relocate its aircraft and necessary personnel, equipment and support to Naval Air Station, Brunswick, Maine. Relocate the Marine Corps Reserve support squadrons to another facility in the local area or to NAS Brunswick. Reestablish Naval Reserve Center, Quincy, Massachusetts, and change the receiving site specified by the 1993 Commission (1993 Commission Report, at page 1-64) for consolidation of Navy and Marine Corps Reserve Center, Lawrence, Massachusetts; Naval Reserve Center, Chicopee, Massachusetts; and Naval Reserve Center, Quincy, Massachusetts, from "NAS South Weymouth, Massachusetts" to "Naval Reserve Center, Quincy, Massachusetts."

Justification: As a result of the Base Closure and Realignment Commission's actions in BRAC 93, the Department of the Navy retained several naval air stations north of the major fleet concentration in Norfolk. Despite the large reduction in operational infrastructure accomplished during BRAC 93, the current Force Structure Plan shows a continuing decline in force levels from that governing BRAC 93, and thus there is additional excess capacity that must be eliminated. The major thrust of the evaluation of operational bases was to retain only that infrastructure necessary to support future force levels while, at the same time, not impeding operational flexibility for the deployment of that force. In that latter context, the Commander-in-Chief, U.S. Atlantic Fleet (CINCLANTFLT), expressed an operational desire to have as fully-capable an air station as possible north of Norfolk with the closest geographic proximity to support operational deployments. Satisfaction of these needs both to further reduce excess capacity and to honor CINCLANTFLT's operational imperative can be accomplished best by the retention of the most fully capable air station in this geographic area, Naval Air Station, Brunswick, Maine, in lieu of the reserve air station at South

Weymouth. Unlike BRAC 93, where assets from Naval Air Station, South Weymouth were proposed to be relocated to three receiving sites, two of which were geographically quite remote, and where the perceived adverse impact on reserve demographics was considered unacceptable by the Commission, this BRAC 95 recommendation moves all of the assets and supporting personnel and equipment less than 150 miles away, thus providing most acceptable reserve demographics. Further, the consolidation of several reserve centers at the Naval Reserve Center, Quincy, Massachusetts, provides demographics consideration for surface reserve assets. In addition, this recommendation furthers the Departmental preference to collocate active and reserve assets and personnel wherever possible to enhance the readiness of both.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$17.3 million. The net of all costs and savings during the implementation period is a savings of \$50.8 million. Annual recurring savings after implementation are \$27.4 million with a return on investment expected in one year. The net present value of the costs and savings over 20 years is a savings of \$315.2 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 1,443 jobs (936 direct jobs and 507 indirect jobs) over the 1996-to-2001 period in the Essex-Middlesex-Suffolk-Plymouth-Norfolk Counties, Massachusetts economic area, which is 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.1 percent of employment in the economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The closure of NAS South Weymouth will have a positive effect on local air quality in that a source of VOC and NOX emissions will be removed from an area that is in severe non-attainment for ozone. NAS Brunswick is in an area that is in attainment for carbon monoxide and PM-10 but is in moderate non-attainment for ozone, which may require a conformity determination to evaluate air quality impacts. However, it is expected that the additional functions, personnel, and equipment from this closure recommendation will have no significant impact on air quality and airfield operations at NAS Brunswick. Water supply and wastewater treatment services are provided to NAS Brunswick from off-base and are not limited by capacity. Also, there is no adverse impact on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Naval Air Station, Meridian, Mississippi

Recommendation: Close Naval Air Station, Meridian, Mississippi, except retain the Regional Counterdrug Training Academy facilities which are transferred to the Academy. Relocate the undergraduate strike pilot training function and associated personnel, equipment and support to Naval Air Station, Kingsville, Texas. Its major tenant, the Naval Technical Training Center, will close, and its training functions will be relocated to other training activities, primarily the Navy Supply Corps School, Athens, Georgia, and Naval Education and Training Center, Newport, Rhode Island.

Justification: The 1993 Commission recommended that Naval Air Station, Meridian remain open because it found that the then-current and future pilot training rate (PTR) required that there be two full-strike training bases, Naval Air Station, Kingsville, Texas, and Naval Air Station, Meridian. In the period between 1993 and the present, two factors emerged that required the Department of the Navy again to review the requirement for two such installations. First, the current Force Structure Plan shows a continuing decline in the PTR (particularly in the decline from 11 to 10 carrier air wings) so that Navy strike training could be handled by a single full-strike training base. Second, the consolidation of strike training that follows the closure of NAS Meridian is in the spirit of the policy of the Secretary of Defense that functional pilot training be consolidated. The training conducted at Naval Air Station, Meridian is similar to that conducted at Naval Air Station, Kingsville, which has a higher military value, presently houses T-45 assets (the Department of the Navy's new primary strike training aircraft) and its supporting infrastructure, and has ready access to larger amounts of air space, including over-water air space if such is required. Also, the Undergraduate Pilot Training Joint Cross-Service Group included the closure of Naval Air Station, Meridian in each of its closure/realignment alternatives. The separate recommendation for the consolidation of the Naval Technical Training Center functions at two other major training activities provides improved and more efficient management of these training functions and aligns certain enlisted personnel training to sites where similar training is being provided to officers.

Return on Investment: The return on investment data below applies to the closure of NAS Meridian, the closure of NTTC Meridian, the realignment of NAS Corpus Christi to an NAF, and the NAS Alameda redirect. The total estimated one-time cost to implement these recommendations is \$83.4 million. The net of all costs and savings during the implementation period is a savings of \$158.8 million. Annual recurring savings after implementation are \$33.4 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$471.2 million.

Impacts:

Economic Impact on Communities: The economic data below applies to the closure of NAS Meridian and the closure of NTTC Meridian. Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 3,324 jobs (2,581 direct jobs and 743 indirect jobs) over the 1996-to-2001 period in the Lauderdale County, Mississippi economic area, which is 8.0 percent of economic area employment.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The closure of NAS Meridian will have a generally positive effect on the environment. Undergraduate Pilot Training will be relocated to NAS Kingsville, which is in an air quality control district that is in attainment for carbon monoxide, ozone, and PM-10. Cleanup of the six IR sites at NAS Meridian will continue. No impact was identified for threatened/endangered species, sensitive habitats and wetlands, cultural/historical resources, land/air space use, pollution control, and hazardous material waste requirements. Adequate capacity exists for all utilities at the gaining base, and there is sufficient space for rehabilitation or unrestricted acres available for expansion.

Naval Air Warfare Center, Aircraft Division, Lakehurst, New Jersey

Recommendation: Close Naval Air Warfare Center, Aircraft Division, Lakehurst, New Jersey, except transfer in place certain facilities and equipment to the Naval Air Warfare Center, Aircraft Division, Patuxent River, Maryland. Relocate other functions and associated personnel and equipment to the Naval Air Warfare Center, Aircraft Division, Patuxent River, Maryland, and the Naval Aviation Depot, Jacksonville, Florida. Relocate the Naval Air Technical Training Center Detachment, Lakehurst, to Naval Air Station, Pensacola, Florida. Relocate Naval Mobile Construction Battalion 21, the U.S. Army CECOM Airborne Engineering Evaluation Support Activity, and the Defense Reutilization and Marketing Office to other government-owned spaces.

Justification: There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. The closure and realignment of this activity permits the elimination of the command and support structure of

this activity and the consolidation of its most critical functions at a major technical center, allowing synergism with its parent command and more fully utilizing available capabilities at major depot activities. This recommendation retains at Lakehurst only those facilities and personnel essential to conducting catapult and arresting gear testing and fleet support.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$96.9 million. The net of all costs and savings during the implementation period is a cost of \$5 million. Annual recurring savings after implementation are \$37.2 million with a return on investment expected in three years. The net present value of the costs and savings over 20 years is a savings of \$358.7 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 4,126 jobs (1,763 direct jobs and 2,363 indirect jobs) over the 1996-to-2001 period in the Monmouth-Ocean, New Jersey PMSA economic area, which is 1.0 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential increase equal to 1.1 percent of employment in the economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The closure of NAWC Lakehurst will have a generally positive impact on the environment because of the relocation of appropriate functions and personnel out of an area that is in severe non-attainment for ozone. NAWC Patuxent River is currently in an attainment area for carbon monoxide, and the additional functions and personnel are not expected to significantly affect this status. While NAS Jacksonville is in an attainment area for carbon monoxide, it is in a transitional area for ozone. The relocation of functions and personnel to NAS Jacksonville are not expected to significantly affect this status. Each of the gaining sites has sufficient capacity in its respective utility infrastructure to handle the additional personnel. There is no adverse impact on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Naval Air Warfare Center, Aircraft Division, Warminster, Pennsylvania

Recommendation: Close the Naval Air Warfare Center, Aircraft Division, Warminster, Pennsylvania. Relocate appropriate functions, personnel, equipment, and support to other technical activities, primarily the Naval Air Warfare Center, Aircraft Division, Patuxent River, Maryland.

Justification: There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. The closure of this activity reduces excess capacity with the resultant efficiencies and economies in the consolidation of the relocated functions with its parent command at the new receiving site. Additionally, it completes the process of realignment initiated in BRAC 91, based on a clearer understanding of what is now required to be retained in-house. Closure and excessing of the Human Centrifuge/Dynamic Flight Simulator Facility further reduces excess capacity and provides the opportunity for the transfer of this facility to the public educational or commercial sectors, thus maintaining access on an as-needed basis.

Return on Investment: The return on investment data below applies to the closure of NAWC Warminster and the closure of Naval Command, Control and Ocean Surveillance Center (NCCOSC), RDT&E Division Detachment, Warminster. The total estimated one-time cost to implement this recommendation is \$8.4 million. The net of all costs and savings during the implementation period is a savings of \$33.1 million. Annual recurring savings after implementation are \$7.6 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$104.6 million.

Impacts:

Economic Impact on Communities: The economic data below applies to the closure of NAWC Warminster and the closure of NCCOSC Det Warminster. Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 1,080 jobs (348 direct jobs and 732 indirect jobs) over the 1996-to-2001 period in the Philadelphia, Pennsylvania-New Jersey PMSA economic area, which is less than 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 1.2 percent of employment in the economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The closure of both NAWC Warminster and NCCOSC Det Warminster will have a positive effect on the environment because their appropriate functions and personnel will be relocated out of an area that is in severe non-attainment for ozone and from an activity that is included on the National Priorities List. The personnel being relocated to NAWC Patuxent River represent an increase in personnel of less than 1 percent, which is not considered of sufficient size to adversely impact the environment at that site. However, a conformity determination may be required to determine this impact. The utility infrastructure capacity at NAWC Patuxent River is sufficient to handle the additional loading. There is no adverse impact on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Naval Air Station, Key West, Florida

Recommendation: Realign Naval Air Station, Key West, Florida, to a Naval Air Facility and dispose of certain portions of Truman Annex and Trumbo Point (including piers, wharfs and buildings).

Justification: Despite the large reduction in operational infrastructure accomplished during the 1993 round of base closure and realignment, since DON force structure experiences a reduction of over 10 percent by the year 2001, there continues to be additional excess capacity that must be eliminated. In evaluating operational bases, the goal was to retain only that infrastructure necessary to support the future force structure without impeding operational flexibility for deployment of that force. In the case of NAS Key West, its key importance derives from its airspace and training ranges, particularly in view of other aviation consolidations. Full access to those can be accomplished by retaining a downsized Naval Air Facility rather than a large naval air station. This realignment disposes of the waterfront assets of this facility and retains both the airspace and the ranges under its control for continued use by the Fleet for operations and training.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$0.4 million. The net of all costs and savings during the implementation period is a savings of \$8.2 million. Annual recurring savings after implementation are \$1.8 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$25.5 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 26 jobs (20 direct jobs and 6 indirect jobs) over the 1996-to-2001 period in the Monroe County, Florida economic area, which is 0.1 percent of economic area employment.

Community Infrastructure Impact: There is no community infrastructure impact since there are no receiving installations for this recommendation.

Environmental Impact: The realignment of NAS Key West to a Naval Air Facility has a minimal impact on the air quality of the local area, which is in attainment for carbon monoxide, ozone, and PM-10. Since no aviation assets are being moved into or out of this facility, the reduction in personnel and the resultant commuter carbon monoxide emissions will have a positive impact on the environment. Also, there is no adverse impact on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Naval Activities, Guam

Recommendation: Realign Naval Activities Guam. Relocate all ammunition vessels and associated personnel and support to Naval Magazine, Lualualei, Hawaii. Relocate all other combat logistics force ships and associated personnel and support to Naval Station, Pearl Harbor, Hawaii. Relocate Military Sealift Command personnel and Diego Garcia support functions to Naval Station, Pearl Harbor, Hawaii. Disestablish the Naval Pacific Meteorology and Oceanographic Center-WESTPAC, except for the Joint Typhoon Warning Center, which relocates to the Naval Pacific Meteorology and Oceanographic Center, Pearl Harbor, Hawaii. Disestablish the Afloat Training Group-WESTPAC. All other Department of Defense activities that are presently on Guam may remain either as a tenant of Naval Activities, Guam or other appropriate naval activity. Retain waterfront assets for support, mobilization, and contingencies and to support the afloat tender.

Justification: Despite the large reduction in operational infrastructure accomplished during the 1993 round of base closure and realignment, since DON force structure experiences a reduction of over 10 percent by the year 2001, there continues to be additional excess capacity that must be eliminated. In evaluating operational bases, the goal was to retain only that infrastructure necessary to support the future force structure without impeding operational flexibility for deployment of that force. Shifting deployment patterns in the Pacific Fleet reduce the need for a fully functional naval station. Operational and forward basing considerations require access to Guam. However, since no combatant ships are

homeported there, elimination of the naval station facilities which are not required to support mobilization and/or contingency operations allows removal of excess capacity while retaining this necessary access.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$93.1 million. The net of all costs and savings during the implementation period is a savings of \$66.3 million. Annual recurring savings after implementation are \$42.5 million with a return on investment expected in one year. The net present value of the costs and savings over 20 years is a savings of \$474.3 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 3,359 jobs (2,421 direct jobs and 938 indirect jobs) over the 1996-to-2001 period in the Agana, Guam economic area, which is 5.0 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 10.6 percent of employment in the economic area. It should be recognized, however, that a major segment of these jobs is attributable to crews of the Military Sealift Command ships, whose presence on the island is sporadic in any given year.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The closure of a portion of Naval Activities, Guam will have a generally positive effect on the environment because of the elimination of permitted stationary sources of air emissions associated with naval operations. In addition, the removal of military activity in areas occupied by threatened/endangered species and wetlands contributes positively to the environment. Sufficient unrestricted land is available for expansion at each of the receiving sites, and adequate capacity exists in their environmental facilities (such as water treatment and wastewater treatment plants) to handle the increases in personnel attendant to this closure.

Naval Air Station, Corpus Christi, Texas

Recommendation: Realign Naval Air Station, Corpus Christi, Texas, as a Naval Air Facility, and relocate the undergraduate pilot training function and associated personnel, equipment and support to Naval Air Station, Pensacola, Florida, and Naval Air Station, Whiting Field, Florida.

Justification: Reductions in force structure have led to decreases in pilot training rates. This reduction has allowed the Navy to consolidate maritime and primary fixed wing training in the Pensacola-Whiting complex while retaining the airfield and airspace at Corpus Christi to support the consolidation of strike training at the Kingsville-Corpus Christi complex. The Corpus Christi Naval Air Facility is also being retained to accept mine warfare helicopter assets in support of the Mine Warfare Center of Excellence at Naval Station, Ingleside, and to provide the opportunity for the movement of additional aviation assets to the NAF as operational considerations dictate. This NAF will continue to support its current group of DoD and Federal agency tenants and their aviation-intensive needs, as well as other regional Navy air operations as needed.

Return on Investment: The return on investment data below applies to the closure of NAS Meridian, the closure of NTTC Meridian, the realignment of NAS Corpus Christi to an NAF, and the NAS Alameda redirect. The total estimated one-time cost to implement these recommendations is \$83.4 million. The net of all costs and savings during the implementation period is a savings of \$158.8 million. Annual recurring savings after implementation are \$33.4 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$471.2 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 152 jobs (142 direct jobs and 10 indirect jobs) over the 1996-to-2001 period in the Corpus Christi, Texas MSA economic area, which is 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential increase equal to 0.2 percent of employment in the economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The realignment of NAS Corpus Christi will have a generally positive effect on the environment. Undergraduate Pilot Training will be relocated to NAS Pensacola and NAS Whiting Field, which are in air quality control districts that are in attainment for carbon monoxide, ozone, and PM-10. A conformity determination for certain air quality areas may be required to assess the impact this realignment (in combination with the closure of NAS Meridian) will have on the air quality status of these areas. Each receiving base was reviewed for the realignment impact on threatened/endangered species, sensitive habitats and wetlands, cultural/historical resources, land/air space use, pollution control, and hazardous material waste requirements, and no such impact was found.

Adequate capacity exists for all utilities at each gaining base. The gaining sites have sufficient space for rehabilitation or unrestricted acres available for expansion.

Naval Undersea Warfare Center, Keyport, Washington

Recommendation: Realign Naval Undersea Warfare Center, Keyport, Washington, by moving its ships' combat systems console refurbishment depot maintenance and general industrial workload to Naval Shipyard, Puget Sound, Bremerton, Washington.

Justification: There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. Consistent with the Department of the Navy's efforts to remove depot level maintenance workload from technical centers and return it to depot industrial activities, this action consolidates ship combat systems workload at NSYD Puget Sound, but retains electronic test and repair equipments at NUWC Keyport, as well as torpedo depot maintenance, thereby removing the need to replicate facilities. The workload redistribution also furthers the Pacific Northwest Regional Maintenance Center initiatives, more fully utilizes the capacity at the shipyard, and will achieve greater productivity efficiencies within the shipyard.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$2.1 million. The net of all costs and savings during the implementation period is a savings of \$9.8 million. Annual recurring savings after implementation are \$2.1 million with a return on investment expected in one year. The net present value of the costs and savings over 20 years is a savings of \$29.7 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 58 jobs (28 direct jobs and 30 indirect jobs) over the 1996-to-2001 period in the Bremerton, Washington PMSA economic area, which is 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential increase equal to 7.3 percent of employment in the economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: This recommendation involves the transfer of functions and associated personnel between NUWC Keyport and the Puget Sound Naval Shipyard, both of which are in the same air quality region. The reduction of personnel resulting from this transfer will have a generally positive impact on the environment. There are no impacts on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Naval Command, Control and Ocean Surveillance Center, In-Service Engineering West Coast Division, San Diego, California

Recommendation: Disestablish the In-Service Engineering West Coast Division (NISE West), San Diego, California, of the Naval Command, Control and Ocean Surveillance Center (NCCOSC), including the Taylor Street Special Use Area, and consolidate necessary functions and personnel with the Naval Command, Control and Ocean Surveillance Center, RDT&E Division, either in the NCCOSC RDT&E Division spaces at Point Loma, California, or in current NISE West spaces in San Diego, California.

Justification: There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. This action permits the elimination of the command and support structure of the closing activity resulting in improved efficiency, reduced costs, and reduced excess capacity.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$1.8 million. The net of all costs and savings during the implementation period is a savings of \$19.3 million. Annual recurring savings after implementation are \$4.3 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$60 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 168 jobs (58 direct jobs and 110 indirect jobs) over the 1996-to-2001 period in the San Diego, California MSA

economic area, which is less than 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential increase equal to 1.2 percent of employment in the economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The closure of NISE West San Diego will have no appreciable impact on the environment since all relocation of personnel will be within the local area and within the same air quality district. The gaining sites have sufficient space for rehabilitation and adequate capacity in the utility infrastructure to handle this additional load. There is no impact on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Naval Health Research Center, San Diego, California

Recommendation: Disestablish the Naval Health Research Center (NHRC), San Diego, California, and relocate necessary functions, personnel and equipment to the Bureau of Naval Personnel (BUPERS) at Memphis, Tennessee.

Justification: There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. This activity performs research and modelling and maintains databases in a number of personnel health and performance areas, and its consolidation with the Bureau of Naval Personnel not only reduces excess capacity but also aligns this activity with the DON's principal organization responsible for military personnel and the primary user of its products. The resulting synergy enhances the discharge of this responsibility while achieving necessary economies.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$6.2 million. The net of all costs and savings during the implementation period is a cost of \$2 million. Annual recurring savings after implementation are \$1.4 million with a return on investment expected in four years. The net present value of the costs and savings over 20 years is a savings of \$11.4 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 423 jobs (154 direct jobs and 269 indirect jobs) over the 1996-to-2001 period in the San Diego, California MSA economic area, which is less than 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential increase equal to 1.2 percent of employment in the economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The disestablishment of NHRC San Diego will have a positive impact on the environment in that this activity will be leaving an area that is in moderate non-attainment for carbon monoxide. The additional personnel being relocated to BUPERS Memphis represent a net decrease in personnel by FY 2001, and, accordingly, will not impact the environment at the receiving site, although a conformity determination may be required to assess this impact. There is adequate capacity in the utility infrastructure at the receiving site to handle these relocating personnel. There is no adverse impact on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Naval Personnel Research and Development Center, San Diego, California

Recommendation: Disestablish Naval Personnel Research and Development Center, San Diego, California, and relocate its functions, and appropriate personnel, equipment, and support to the Bureau of Naval Personnel, Memphis, Tennessee, and Naval Air Warfare Center, Training Systems Division, Orlando, Florida.

Justification: There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. Disestablishment of this technical center not only eliminates excess capacity but also collocates its functions with the primary user of its products. This recommendation permits the consolidation of appropriate functions at the new headquarters concentration for the Bureau of Naval

Personnel in Memphis, Tennessee, and at the technical concentration for training systems and devices in Orlando, producing economies and efficiencies in the management of these functions.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$7.9 million. The net of all costs and savings during the implementation period is a cost of \$4.3 million. Annual recurring savings after implementation are \$1.9 million with a return on investment expected in four years. The net present value of the costs and savings over 20 years is a savings of \$14.9 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 611 jobs (219 direct jobs and 392 indirect jobs) over the 1996-to-2001 period in the San Diego, California MSA economic area, which is less than 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential increase equal to 1.2 percent of employment in the economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: Disestablishing NPRDC San Diego will have a generally positive effect on the environment because it will be relocating personnel out of an area currently in severe non-attainment for ozone. These personnel represent less than a 2 percent increase in the personnel at BUPERS Memphis, an area in moderate non-attainment for carbon monoxide, and thus will have a minimal impact on that region, although a conformity determination may be required to assess the impact on air quality from this action. Those personnel that are relocating to NAWCTSD Orlando, an area that is in attainment for carbon monoxide, represent less than a four percent increase in personnel and will not adversely affect that area. There will be no adverse impact on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Supervisor of Shipbuilding, Conversion and Repair, USN, Long Beach, California

Recommendation: Disestablish the Supervisor of Shipbuilding, Conversion and Repair, USN, Long Beach, California. Relocate certain functions, personnel and equipment to Supervisor of Shipbuilding, Conversion and Repair, USN, San Diego, California.

Justification: Because of reductions in the FY 2001 Force Structure Plan and resource levels, naval requirements for private sector shipbuilding, conversion, modernization and repair are expected to decrease significantly. The combined capacity of the current thirteen SUPSHIP activities meaningfully exceeds the DON requirement over that Force Structure Plan. Additionally, with the closure of the Long Beach Naval Shipyard, the future requirement for this work in this region is anticipated to be quite nominal. The predicted workload can be efficiently absorbed by SUPSHIP San Diego.

Return on Investment: The total estimated one-time cost to implement this action is \$0.3 million. The net of all costs and savings during the implementation period is a savings of \$0.8 million. Annual recurring savings after implementation are \$0.3 million with a return on investment expected in one year. The net present value of the costs and savings over 20 years is a savings of \$3.3 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 30 jobs (19 direct jobs and 11 indirect jobs) over the 1996-to-2001 period in the Los Angeles-Long Beach, California PMSA economic area, which is less than 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.4 percent of employment in the economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: SUPSHIP Long Beach is a tenant activity and as such does not control or manage real property. Its complete closure will have no appreciable environmental impacts, including impacts on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources. Despite the classification of San Diego, California, as a non-attainment area for ozone, the transfer of a small number of personnel from SUPSHIP Long Beach to San Diego will not adversely impact the air quality of that area.

Naval Undersea Warfare Center, Newport Division, New London Detachment, New London, Connecticut

Recommendation: Disestablish the Naval Undersea Warfare Center, Newport Division, New London Detachment, New London, Connecticut, and relocate necessary functions with associated personnel, equipment, and support to Naval Undersea Warfare Center, Newport Division, Newport, Rhode Island. Close the NUWC New London facility, except retain Pier 7 which is transferred to the Navy Submarine Base New London. The site presently occupied by the U.S. Coast Guard Station, New London, will be transferred to the U.S. Coast Guard. The Navy Submarine Base, New London, Magnetic Silencing Facility will remain in its present location as a tenant of the U.S. Coast Guard. Naval reserve units will relocate to other naval activities, primarily NUWC Newport, Rhode Island, and Navy Submarine Base, New London, Connecticut.

Justification: There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. The closure of this activity completes the undersea warfare center consolidation begun in BRAC 91. It not only reduces excess capacity, but, by consolidating certain functions at NUWC Newport Rhode Island, achieves efficiencies and economies in management, thus reducing costs.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$23.4 million. The net of all costs and savings during the implementation period is a savings of \$14.3 million. Annual recurring savings after implementation are \$8.1 million with a return on investment expected in three years. The net present value of the costs and savings over 20 years is a savings of \$91.2 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 1,365 jobs (627 direct jobs and 738 indirect jobs) over the 1996-to-2001 period in the New London-Norwich, Connecticut NECMA economic area, which is 1.0 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 3.2 percent of employment in the economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The closure of NUWC New London will have a generally beneficial impact on the environment. New London is in a non-attainment area for ozone, and, accordingly, the closure of this site will have a positive effect on the environment. The

movement of personnel to Newport will not impact that area's status of being in attainment for carbon monoxide and PM-10. Adequate capacity exists in NUWC's utility infrastructure to handle these relocating personnel without impact. There is no adverse impact on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources at either the losing or gaining sites occasioned by this recommendation.

Naval Research Laboratory, Underwater Sound Reference Detachment, Orlando, Florida

Recommendation: Disestablish the Naval Research Laboratory, Underwater Sound Reference Detachment (NRL UWSRD), Orlando, Florida. Relocate the calibration and standards function with associated personnel, equipment, and support to the Naval Undersea Warfare Center, Newport Division, Newport, Rhode Island, except for the Anechoic Tank Facility I, which will be excessed.

Justification: There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and of the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. The disestablishment of this laboratory reduces excess capacity by eliminating unnecessarily redundant capability, since requirements can be met by reliance on alternative lakes that exist in the DON inventory. By consolidating necessary functions at NUWC Newport, Rhode Island, this recommendation achieves efficiencies and economies.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$8.4 million. The net of all costs and savings during the implementation period is a savings of \$3.7 million. Annual recurring savings after implementation are \$2.8 million with a return on investment expected in three years. The net present value of the costs and savings over 20 years is a savings of \$30.1 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 292 jobs (109 direct jobs and 183 indirect jobs) over the 1996-to-2001 period in the Orange-Osceola-Seminole Counties, Florida economic area, which is less than 0.1 percent of economic area

employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 1.9 percent of employment in the economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The closure of NRL UWSRD Orlando generally will have a minor positive impact on the environment. Both Orlando and NUWC Newport are in areas of attainment for carbon monoxide, and the additional personnel relocating to Newport, when compared to force structure reductions by FY 2001, still represent a net decrease in personnel at the Newport site. The utility infrastructure at the receiving site is sufficient to handle the relocating personnel. There is no adverse impact to threatened/endangered species, sensitive habitats and wetlands, and cultural/historical resources occasioned by this recommendation.

Fleet and Industrial Supply Center, Guam

Recommendation: Disestablish the Fleet and Industrial Supply Center, Guam.

Justification: Fleet and Industrial Supply Centers (FISC) are follower activities whose existence depends upon active fleet units in their homeport area. Prior and current BRAC actions closing both Naval Air Station, Guam and a portion of Naval Activities, Guam have significantly reduced this activity's customer base. The remaining workload can efficiently be handled by other activities on Guam or by other FISCs.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$18.4 million. The net of all costs and savings during the implementation period is a savings of \$143 million. Annual recurring savings after implementation are \$31.1 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$437.3 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 580 jobs (413 direct jobs and 167 indirect jobs) over the 1996-to-2001 period in the Agana, Guam economic area, which is 0.9 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 10.6 percent of

employment in the economic area. However, much of this impact involves the inclusion of MSC mariners in the job loss statement, which does not reflect the temporary nature of their presence on Guam.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The Guam Air Pollution Control District is in attainment for carbon monoxide, ozone, and PM-10. Closure of this activity will remove POV sources of air emissions, thus enhancing the air quality of Guam. A significant factor further contributing to an overall positive impact on the environment in Guam is the shutdown of fueling facilities at Guam, specifically at Sasa Valley and Tenjo. Not only does this action eliminate the need for continuous monitoring of fuel tanks but it also removes the potential for a fuel spill in an area that has been designated as part of the Guam National Wildlife Refuge. The elimination of military actions in areas occupied by the indigenous endangered species, the Common Moorhen, and in and near wetlands also will contribute positively to the environment in Guam.

Naval Biodynamics Laboratory, New Orleans, Louisiana

Recommendation: Close the Naval Biodynamics Laboratory, New Orleans, Louisiana, and relocate necessary personnel to Wright-Patterson Air Force Base, Dayton, Ohio, and Naval Aeromedical Research Laboratory, Pensacola, Florida.

Justification: There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. Closure of this laboratory reduces this excess capacity and fosters joint synergism. It also provides the opportunity for the transfer of its equipment and facilities to the public educational or commercial sector, thus maintaining access to its capabilities on an as-needed basis.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$.6 million. The net of all costs and savings during the implementation period is a savings of \$14.1 million. Annual recurring savings after implementation are \$2.9 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$41.8 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 126 jobs (54 direct jobs and 72 indirect jobs) over the 1996-to-2001 period in the New Orleans, Louisiana MSA economic area, which is less than 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to less than 0.1 percent of employment in the economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The closure of the Biodynamics Lab, New Orleans, will not have an effect on the environment. This closure recommendation only relocates two personnel to Wright-Patterson AFB and one to Pensacola, but leaves all facilities and equipment in place. There is no adverse impact on threatened/endangered species, sensitive habitats and wetlands, and cultural/historical resources occasioned by this recommendation.

Naval Medical Research Institute, Bethesda, Maryland

Recommendation: Close the Naval Medical Research Institute (NMRI), Bethesda, Maryland. Consolidate the personnel of the Diving Medicine Program with the Experimental Diving Unit, Naval Surface Warfare Center, Dahlgren Division, Coastal Systems Station, Panama City, Florida. Relocate the Infectious Diseases, Combat Casualty Care and Operational Medicine programs along with necessary personnel and equipment to the Walter Reed Army Institute for Research at Forest Glen, Maryland.

Justification: There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and of the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. This closure and realignment achieves a principal objective of the DoD by cross-servicing part of this laboratory's workload and furthers the BRAC 91 Tri-Service Project Reliance Study decision by collocating medical research with the Army. Other portions of that workload can be assumed by another Navy installation with only a transfer of certain personnel, achieving both a reduction in excess capacity and a cost savings by eliminating a redundant capability in the area of diving research.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$3.4 million. The net of all costs and savings during the implementation period is a savings of \$19 million. Annual recurring savings after implementation are \$9.5 million with a return on investment expected in one year. The net present value of the costs and savings over 20 years is a savings of \$111 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 226 jobs (146 direct jobs and 80 indirect jobs) over the 1996-to-2001 period in the Washington, DC-Maryland-Virginia-West Virginia PMSA economic area, which is less than 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.6 percent of employment in the economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The closure of NMRI Bethesda will have a minimal impact on the environment. The relocation of personnel to Panama City, Florida, represents a net reduction in FY 2001 compared to current personnel loading. Therefore, these additional personnel will have no significant impact on the environment at that receiving site. The addition of personnel transferring to the Walter Reed Army Institute for Research represents less than a one percent increase in personnel, with insignificant impacts on the environment. There is no adverse impact on threatened/endangered species, sensitive habitats and wetlands, and cultural/historical resources occasioned by this recommendation.

Naval Surface Warfare Center, Carderock Division Detachment, Annapolis, Maryland

Recommendation: Close the Naval Surface Warfare Center, Carderock Division Detachment, Annapolis, Maryland, including the NIKE Site, Bayhead Road, Annapolis, except transfer the fuel storage/refueling sites and the water treatment facilities to Naval Station, Annapolis to support the U.S. Naval Academy and Navy housing. Relocate appropriate functions, personnel, equipment and support to other technical activities, primarily Naval Surface Warfare Center, Carderock Division Detachment, Philadelphia, Pennsylvania; Naval Surface Weapons Center, Carderock Division, Carderock, Maryland; and the Naval Research Laboratory, Washington, D.C. The Joint Spectrum Center, a DoD cross-service tenant, will be relocated with other components of the Center in the local area as appropriate.

Justification: There is an overall reduction in operational forces and a sharp decline of the Department of the Navy budget through 2001. Specific reductions for technical centers are difficult to determine because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. The total closure of this technical center reduces overall excess capacity in this category of installations, as well as excess capacity specific to this particular installation. It results in synergistic efficiencies by eliminating a major site and collocating technical personnel at the two primary remaining sites involved in hull, machinery, and equipment associated with naval vessels. It allows the movement of work to other Navy, DoD, academic and private industry facilities, and the excessing of some facilities not in continuous use. It also collocates RDT&E efforts with the In-Service Engineering work and facilities, to incorporate lessons learned from fleet operations and to increase the technical response pool to solve immediate problems.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$25 million. The net of all costs and savings during the implementation period is a savings of \$36.7 million. Annual recurring savings after implementation are \$14.5 million with a return on investment expected in one year. The net present value of the costs and savings over 20 years is a savings of \$175.1 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 1,512 jobs (522 direct jobs and 990 indirect jobs) over the 1996-to-2001 period in the Baltimore, Maryland PMSA economic area, which is 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to less than 0.1 percent of employment in the economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The closure of NSWC Annapolis does not involve the transfer of any industrial-type activities. NSWC Carderock and NRL are currently in moderate non-attainment for carbon monoxide and attainment for PM-10; however, the movement of personnel into those areas will not adversely impact the environment in those areas. NSWC Philadelphia is in a non-attainment area for carbon monoxide. In the case of each receiving site, a conformity determination may be required to assess the impact of this

action. At all receiving sites, the utility infrastructure is adequate to handle the additional personnel. Also, there is no adverse impact on threatened/endangered species, sensitive habitats and wetlands, cultural/historical resources as a result of this recommendation.

Naval Technical Training Center, Meridian, Mississippi

Recommendation: Close the Naval Technical Training Center, Meridian, Mississippi, and relocate the training functions to other training activities, primarily the Navy Supply Corps School, Athens, Georgia, and Naval Education and Training Center, Newport, Rhode Island.

Justification: Projected manpower reductions contained in the DoD Force Structure Plan require a substantial decrease in training-related infrastructure consistent with the policy of collocating training functions at fleet concentration centers when feasible. Consolidation of the Naval Technical Training Center functions at two other major training activities provides improved and more efficient management of the these training functions and aligns certain enlisted personnel training to sites where similar training is being provided to officers.

Return on Investment: The return on investment data below applies to the closure of NAS Meridian, the closure of NTTC Meridian, the realignment of NAS Corpus Christi to an NAF, and the NAS Alameda redirect. The total estimated one-time cost to implement these recommendations is \$83.4 million. The net of all costs and savings during the implementation period is a savings of \$158.8 million. Annual recurring savings after implementation are \$33.4 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$471.2 million.

Impacts:

Economic Impact on Communities: The economic data below applies to the closure of NAS Meridian and the closure of NTTC Meridian. Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 3,324 jobs (2,581 direct jobs and 743 indirect jobs) over the 1996-to-2001 period in the Lauderdale County, Mississippi economic area, which is 8.0 percent of economic area employment.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The closure of NAS Meridian, the host of this activity, will have a generally positive effect on the environment. Undergraduate Pilot Training will be relocated to NAS Kingsville, which is in an air quality control district that is in attainment for Carbon monoxide, ozone, and PM-10. Cleanup of the six IR sites at NAS Meridian will continue. No impact was identified for threatened/endangered species, sensitive habitats and

wetlands, cultural/historical resources, land/air space use, pollution control, and hazardous material waste requirements. Adequate capacity exists for all utilities at the gaining base, and there is sufficient space for rehabilitation or unrestricted acres available for expansion.

Naval Aviation Engineering Service Unit, Philadelphia, Pennsylvania

Recommendation: Close the Naval Aviation Engineering Service Unit (NAESU), Philadelphia, Pennsylvania, and consolidate necessary functions, personnel, and equipment with the Naval Aviation Depot (NADEP), North Island, California.

Justification: There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. Closure of this facility eliminates excess capacity within the technical center subcategory by using available capacity at NADEP North Island. Additionally, it enables the consolidation of necessary functions with a depot activity performing similar work and results in a reduction of costs.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$2.5 million. The net of all costs and savings during the implementation period is a savings of \$5.9 million. Annual recurring savings after implementation are \$2.5 million with a return on investment expected in one year. The net present value of the costs and savings over 20 years is a savings of \$29.5 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 145 jobs (90 direct jobs and 55 indirect jobs) over the 1996-to-2001 period in the Philadelphia, Pennsylvania-New Jersey PMSA economic area, which is less than 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 1.2 percent of employment in the economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The closure of NAESU Philadelphia will have a generally positive impact on the environment because it removes POV air emission sources from an area that is in non-attainment for carbon monoxide. The additional personnel relocating to NADEP North Island represent less than a one percent increase in current base personnel loading, which will not affect the environment. Further, the utility infrastructure capacity at the receiving site is sufficient to handle these additional personnel. There is no adverse impact on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Naval Air Technical Services Facility, Philadelphia, Pennsylvania

Recommendation: Close the Naval Air Technical Services Facility (NATSF), Philadelphia, Pennsylvania, and consolidate necessary functions, personnel, and equipment with the Naval Aviation Depot, North Island, California.

Justification: There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. Closure of this facility eliminates excess capacity within the technical center subcategory by using available capacity at NADEP North Island and achieves the synergy from having the drawings and manuals collocated with an in-service maintenance activity at a major fleet concentration. Additionally, it enables the elimination of the NATSF detachment already at North Island and results in a reduction of costs.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$5.7 million. The net of all costs and savings during the implementation period is a savings of \$1.5 million. Annual recurring savings after implementation are \$2.2 million with a return on investment expected in three years. The net present value of the costs and savings over 20 years is a savings of \$22.7 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 715 jobs (227 direct jobs and 488 indirect jobs) over the 1996-to-2001 period in the Philadelphia, Pennsylvania-New Jersey PMSA economic area, which is less than 0.1 percent of economic area employment.

The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 1.2 percent of employment in the economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The closure of NATSF Philadelphia will have a generally positive effect on the environment because this activity will be vacating leased space in an area that is in non-attainment for carbon monoxide. The additional personnel being relocated represent less than a one percent increase in base personnel at North Island, and adequate capacity exists in the utility infrastructure to handle this additional personnel loading. There will be no adverse impact on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Naval Air Warfare Center, Aircraft Division, Open Water Test Facility, Oreland, Pennsylvania

Recommendation: Close the Naval Air Warfare Center, Aircraft Division, Open Water Test Facility, Oreland, Pennsylvania.

Justification: There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. Closure of this facility reduces excess capacity by eliminating unnecessarily redundant capability, since requirements can be met by reliance on other lakes that exist in the DON inventory.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$50 thousand. The net of all costs and savings during the implementation period is a savings of \$33 thousand. Annual recurring savings after implementation are \$15 thousand with a return on investment expected in three years. The net present value of the costs and savings over 20 years is a savings of \$.2 million.

Impacts:

Economic Impact on Communities: This recommendation will not affect any jobs in the Philadelphia, Pennsylvania-New Jersey PMSA economic area.

Community Infrastructure Impact: There is no community infrastructure impact since there are no receiving installations for this recommendation.

Environmental Impact: The closure of the NAWC OWTF Oreland will have a beneficial effect on the environment since any impact of military activities on jurisdictional wetlands will be eliminated. Because this closure has no accompanying transfer of functions or personnel, there are no other environmental impacts associated with this closure. There will be no adverse impact on threatened/endangered species, sensitive habitats, or cultural/historical resources occasioned by this recommendation.

Naval Command, Control and Ocean Surveillance Center, RDT&E Division Detachment, Warminster, Pennsylvania

Recommendation: Close the Naval Command, Control and Ocean Surveillance Center, RDT&E Division Detachment, Warminster, Pennsylvania. Relocate appropriate functions, personnel, equipment, and support to other technical activities, primarily the Naval Command, Control and Ocean Surveillance Center, RDT&E Division, San Diego, California; and the Naval Oceanographic Office, Bay St. Louis, Mississippi.

Justification: There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. The closure of this activity reduces excess capacity with the resultant efficiencies and economies in the management of the relocated functions at the new receiving sites. Additionally, it completes the process of realignment initiated in BRAC 91, based on a clearer understanding of what is now required to be retained in-house. Closure and excessing of the Inertial Navigational Facility further reduces excess capacity and provides the opportunity for the transfer of these facilities to the public educational or commercial sectors, thus maintaining access on an asneeded basis.

Return on Investment: The return on investment data below applies to the closure of NAWC Warminster and the closure of NCCOSC Det Warminster. The total estimated one-time cost to implement this recommendation is \$8.4 million. The net of all costs and savings during the implementation period is a savings of \$33.1 million. Annual recurring savings after implementation are \$7.6 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$104.6 million.

Impacts:

Economic Impact on Communities: The economic data below applies to the closure of NAWC Warminster and the closure of NCCOSC Det Warminster. Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 1,080 jobs (348 direct jobs and 732 indirect jobs) over the 1996-to-2001 period in the Philadelphia, Pennsylvania-New Jersey PMSA economic area, which is less than 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 1.0 percent of employment in the economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The closure of both NAWC Warminster and NCCOSC Det Warminster will have a positive effect on the environment because their appropriate functions and personnel will be relocated out of an area that is in severe non-attainment for ozone and from an activity that is included on the National Priorities List. The personnel being relocated to NCCOSC San Diego represent an increase in personnel of less than six percent, which is not considered of sufficient size to adversely impact the environment at that sites. However, a conformity determination may be required to determine this impact. At both receiving sites, the utility infrastructure capacity is sufficient to handle the additional loading. There is no adverse impact on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Fleet and Industrial Supply Center, Charleston, South Carolina

Recommendation: Close the Fleet and Industrial Supply Center, Charleston, South Carolina.

Justification: Fleet and Industrial Supply Centers are follower activities whose existence depends upon active fleet units in their homeport area. Prior BRAC actions closed or realigned most of this activity's customer base, and most of its personnel have already transferred to the Naval Command, Control, and Ocean Surveillance Center, In-Service Engineering, East Coast Division, Charleston, South Carolina. Further, in accordance with the FY 2001 Force Structure Plan, force structure reductions through the year 2001 erode the requirement for support of active forces even further. This remaining workload can efficiently be handled by other FISCs or other naval activities.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$2.3 million. The net of all costs and savings during the implementation period is a savings of \$2.3 million. Annual recurring savings after implementation are \$0.9 million with a return on investment expected in two years. The net present value of the costs and savings over 20 years is a savings of \$10.8 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 12 jobs (8 direct jobs and 4 indirect jobs) over the 1996-to-2001 period in the Charleston-North Charleston, South Carolina MSA economic area, which is less than 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 8.4 percent of employment in the economic area.

Community Infrastructure Impact: There is no community infrastructure impact since there are no receiving installations for this recommendation.

Environmental Impact: This activity is located in an area that is in attainment for carbon monoxide, ozone and PM-10. This closure will support the maintenance of this air quality status and will have a further positive impact on the environment in that it eliminates barge movements in and out of the pier area as part of the fueling operations in the FISC complex. An additional positive impact is the elimination of military activities in an area occupied by the Least Tern, an endangered species, and its designated habitat aboard the present FISC Charleston complex. There will be no adverse impact on cultural/historical resources occasioned by this recommendation.

Naval Command, Control and Ocean Surveillance Center, In-Service Engineering East Coast Detachment, Norfolk, Virginia

Recommendation: Close the In-Service Engineering East Coast Detachment, St. Juliens Creek Annex, Norfolk, Virginia, of the Naval Command, Control and Ocean Surveillance Center, except retain in place the transmit and receive equipment and antennas currently at the St. Juliens Creek Annex. Relocate functions, necessary personnel and equipment to Norfolk Naval Shipyard, Norfolk, Virginia.

Justification: There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center

workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. The closure of this activity and the relocation of its principal functions achieves improved efficiencies and a reduction of excess capacity by aligning its functions with other fleet support provided by the shipyard.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$4.6 million. The net of all costs and savings during the implementation period is a savings of \$0.06 million. Annual recurring savings after implementation are \$2.1 million with a return on investment expected in three years. The net present value of the costs and savings over 20 years is a savings of \$20.4 million.

Impacts:

Economic Impact on Communities: This recommendation will not result in a change in employment in the Norfolk-Virginia Beach-Newport News, Virginia-North Carolina MSA economic area because all affected jobs will remain in that economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The closure of NCCOSC ISE East Det Norfolk, St. Juliens Creek Annex, will have no appreciable impact on the environment since all relocation of personnel will be within the local area and within the same air quality region. There is no adverse impact on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Naval Information Systems Management Center, Arlington, Virginia

Recommendation: Relocate the Naval Information Systems Management Center from leased space in Arlington, Virginia, to the Washington Navy Yard, Washington, D.C.

Justification: The resource levels of administrative activities are dependent upon the level of forces they support. The continuing decline in force levels shown in the FY 2001 Force Structure Plan coupled with the effects of the National Performance Review result in further reductions of personnel in administrative activities. This relocation reduces excess capacity and achieves savings by the movement from leased space to government-owned space, and furthers the Department's policy decision to merge this activity with the Information Technology Acquisition Center which is already housed in the Navy Yard.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$0.1 million. The net of all costs and savings during the implementation period is a savings of \$0.3 million. Annual recurring savings after implementation are \$0.1 million with a return on investment expected in two years. The net present value of the costs and savings over 20 years is a savings of \$1.7 million.

Impacts:

Economic Impact on Communities: This recommendation will not result in a change in employment in the Washington, DC-Maryland-Virginia-West Virginia PMSA economic area because all affected jobs will remain in that economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The relocation of this activity from leased space in the NCR to the Washington Navy Yard will not adversely impact the environment because it is an administrative activity and the relocation concerns only a small number of personnel and office support equipment. There is no adverse impact on threatened/endangered species, sensitive habitat and wetlands, or cultural/historical resources occasioned by this recommendation.

Naval Management Systems Support Office, Chesapeake, Virginia

Recommendation: Disestablish the Naval Management Systems Support Office (NAVMASSO), Chesapeake, Virginia, and relocate its functions and necessary personnel and equipment as a detachment of Naval Command, Control and Ocean Surveillance Center, San Diego, California, in government-owned spaces in Norfolk, Virginia.

Justification: There is an overall reduction in operational forces and a sharp decline of the DON budget through FY 2001. Specific reductions for technical centers are difficult to determine, because these activities are supported through customer orders. However, the level of forces and the budget are reliable indicators of sharp declines in technical center workload through FY 2001, which leads to a recognition of excess capacity in these activities. This excess and the imbalance in force and resource levels dictate closure/realignment or consolidation of activities wherever practicable. The disestablishment of this activity permits the elimination of the command and support structure of this activity and the consolidation of certain functions with a major technical center. This recommendation also provides for the movement out of leased space into government-owned

space, a move which had been intended to occur as part of the DON BRAC 93 recommended consolidation of the Naval Electronic Systems Engineering Centers in Portsmouth, which the 1993 Commission disapproved.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$2.2 million. The net of all costs and savings during the implementation period is a savings of \$9 million. Annual recurring savings after implementation are \$2.7 million with a return on investment expected in one year. The net present value of the costs and savings over 20 years is a savings of \$34.9 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 50 jobs (21 direct jobs and 29 indirect jobs) over the 1996-to-2001 period in the Norfolk-Virginia Beach-Newport News, Virginia-North Carolina MSA economic area, which is less than 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential increase equal to 1.0 percent of employment in the economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The disestablishment of NAVMASSO will not impact the environment. NAVMASSO is an administrative activity that is currently located in leased space only 18 miles from its gaining site, the Norfolk Naval Station. These additional personnel readily can be handled by the utility infrastructure at the gaining site. Also, there is no adverse impact on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Reserve Centers/Commands

Recommendation:

Close the following Naval Reserve Centers:

Stockton, California
Pomona, California
Santa Ana, Irvine, California
Laredo, Texas
Sheboygan, Wisconsin
Cadillac, Michigan

Staten Island, New York Huntsville, Alabama

Close the following Naval Air Reserve Center:

Olathe, Kansas

Close the following Naval Reserve Readiness Commands:

Region Seven - Charleston, South Carolina Region Ten - New Orleans, Louisiana

Justification: Existing capacity in support of the Reserve component continues to be in excess of the force structure requirements for the year 2001. These Reserve Centers scored low in military value, among other things, because there were a fewer number of drilling reservists than the number of billets available (suggesting a lesser demographic pool from which to recruit sailors), or because there was a poor use of facilities (for instance, only one drill weekend per month). Readiness Command (REDCOM) 7 has management responsibility for the fewest number of Reserve Centers of the thirteen REDCOMs, while REDCOM 10 has management responsibility for the fewest number of Selected Reservists. In 1994, nearly three-fourths of the authorized SELRES billets at REDCOM 10 were unfilled, suggesting a demographic shortfall. In addition, both REDCOMs have high ratios of active duty personnel when compared to SELRES supported. The declining Reserve force structure necessitates more effective utilization of resources and therefore justifies closing these two REDCOMs. In arriving at the recommendation to close these Reserve Centers/Commands, specific analysis was conducted to ensure that there was either an alternate location available to accommodate the affected Reserve population or demographic support for purpose of force recruiting in the areas to which units were being relocated. This specific analysis, verified by the COBRA analysis, supports these closures.

Return on Investment: The total estimated one-time cost to implement the closure of NRC Stockton is \$45 thousand. The net of all costs and savings during the implementation period is a savings of \$2 million. Annual recurring savings after implementation are \$0.4 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$5.4 million.

The total estimated one-time cost to implement the closure of NRC Pomona is \$48 thousand. The net of all costs and savings during the implementation period is a savings of \$1.9 million. Annual recurring savings after implementation are \$0.3 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$5.1 million.

The total estimated one-time cost to implement the closure of NRC Santa Ana is \$41 thousand. The net of all costs and savings during the implementation period is a savings of \$3 million. Annual recurring savings after implementation are \$0.5 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$8.1 million.

The total estimated one-time cost to implement the closure of NRF Laredo is \$27 thousand. The net of all costs and savings during the implementation period is a savings of \$1.4 million. Annual recurring savings after implementation are \$0.3 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$3.8 million.

The total estimated one-time cost to implement the closure of NRC Sheboygan is \$31 thousand. The net of all costs and savings during the implementation period is a savings of \$1.5 million. Annual recurring savings after implementation are \$0.3 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$4.1 million.

The total estimated one-time cost to implement the closure of NRC Cadillac is \$46 thousand. The net of all costs and savings during the implementation period is a savings of \$1.8 million. Annual recurring savings after implementation are \$0.3 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$5 million.

The total estimated one-time cost to implement the closure of NRC Staten Island is \$43 thousand. The net of all costs and savings during the implementation period is a savings of \$4.5 million. Annual recurring savings after implementation are \$0.6 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$9.8 million.

The total estimated one-time cost to implement the closure of NRC Huntsville is \$51 thousand. The net of all costs and savings during the implementation period is a savings of \$2.6 million. Annual recurring savings after implementation are \$0.5 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$7.2 million.

The total estimated one-time cost to implement the closure of NARCEN Olathe is \$0.2 million. The net of all costs and savings during the implementation period is a savings of \$3.9 million. Annual recurring savings after implementation are \$0.7 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$10.9 million.

The total estimated one-time cost to implement the closure of NRRC Charleston is \$0.5 million. The net of all costs and savings during the implementation period is a savings of \$14.4 million. Annual recurring savings after implementation are \$2.7 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$39.9 million.

The total estimated one-time cost to implement the closure of NRRC New Orleans is \$0.6 million. The net of all costs and savings during the implementation period is a savings of \$6 million. Annual recurring savings after implementation are \$1.9 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$23.8 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, the closure of NRC Stockton could result in a maximum potential reduction of 10 jobs (7 direct jobs and 3 indirect jobs) over the 1996-to-2001 period in the Stockton-Lodi, California MSA economic area, which is less than 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential increase equal to 0.6 percent of employment in the economic area.

Assuming no economic recovery, the closure of NRC Pomona could result in a maximum potential reduction of 15 jobs (10 direct jobs and 5 indirect jobs) over the 1996-to-2001 period in the Los Angeles-Long Beach, California PMSA economic area, which is less than 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.4 percent of employment in the economic area.

Assuming no economic recovery, the closure of NRC Santa Ana could result in a maximum potential reduction of 21 jobs (14 direct jobs and 7 indirect jobs) over the 1996-to-2001 period in the Orange County, California PMSA economic area, which is less than 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 1.1 percent of employment in the economic area.

Assuming no economic recovery, the closure of NRF Laredo could result in a maximum potential reduction of 8 jobs (6 direct jobs and 2 indirect jobs) over the 1996-to-2001 period in the Laredo, Texas MSA economic area, which is less than 0.1 percent of economic area employment.

Assuming no economic recovery, the closure of NRC Sheboygan could result in a maximum potential reduction of 8 jobs (6 direct jobs and 2 indirect jobs) over the 1996-to-2001 period in the Sheboygan, Wisconsin MSA economic area, which is less than 0.1 percent of economic area employment.

Assuming no economic recovery, the closure of NRC Cadillac could result in a maximum potential reduction of 10 jobs (8 direct jobs and 2 indirect jobs) over the 1996-to-2001 period in the Wexford County, Michigan economic area, which is 0.1 percent of economic area employment.

Assuming no economic recovery, the closure of NRC Staten Island could result in a maximum potential reduction of 21 jobs (14 direct jobs and 7 indirect jobs) over the 1996-to-2001 period in the New York, New York PMSA economic area, which is less than 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.1 percent of employment in the economic area.

Assuming no economic recovery, the closure of NRC Huntsville could result in a maximum potential reduction of 26 jobs (19 direct jobs and 7 indirect jobs) over the 1996-to-2001 period in the Madison County, Alabama economic area, which is less than 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential increase equal to 2.7 percent of employment in the economic area.

Assuming no economic recovery, the closure of NARCEN Olathe could result in a maximum potential reduction of 22 jobs (14 direct jobs and 8 indirect jobs) over the 1996-to-2001 period in the Kansas City, Missouri-Kansas MSA economic area, which is less than 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.1 percent of employment in the economic area.

Assuming no economic recovery, the closure of NRRC Charleston could result in a maximum potential reduction of 67 jobs (46 direct jobs and 21 indirect jobs) over the 1996-

to-2001 period in the Charleston-North Charleston, South Carolina MSA economic area, which is less than 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 8.4 percent of employment in the economic area.

Assuming no economic recovery, the closure of NRRC New Orleans could result in a maximum potential reduction of 73 jobs (47 direct jobs and 26 indirect jobs) over the 1996-to-2001 period in the New Orleans, Louisiana MSA economic area, which is less than 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to less than 0.1 percent of employment in the economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The closure of these Reserve Centers and Readiness Commands generally will have a positive impact on the environment since, with the exception of REDCOM 10, they concern closures with no attendant realignments of personnel or functions. In the case of REDCOM 10, the movement of less than 10 military personnel to REDCOM 11, Dallas, Texas, is not of such a size as to impact the environment. Further, there is no adverse impact on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Marine Corps Air Station, El Toro, California, and Marine Corps Air Station, Tustin, California

Recommendation: Change the receiving sites for "squadrons and related activities at NAS Miramar" specified by the 1993 Commission (1993 Commission Report, at page 1-18) from "NAS Lemoore and NAS Fallon" to "other naval air stations, primarily NAS Oceana, Virginia, NAS North Island, California, and NAS Fallon, Nevada." Change the receiving sites for MCAS Tustin, California, specified by the 1993 Commission from "NAS North Island, NAS Miramar, or MCAS Camp Pendleton" to "other naval air stations, primarily MCAS New River, North Carolina; MCB Hawaii (MCAF Kaneohe Bay); MCAS Camp Pendleton, California; and NAS Miramar, California."

Justification: This recommendation furthers the restructuring initiatives of operational bases commenced in BRAC 93 and also recognizes that the FY 2001 Force Structure Plan further reduced force levels from those in the FY 1999 Force Structure Plan applicable to BRAC 93. These force level reductions required the Department of the Navy not only to eliminate

additional excess capacity but to do so in a way that retained only the infrastructure necessary to support future force levels and did not impede operational flexibility for the deployment of that force. Full implementation of the BRAC 93 recommendations relating to operational air stations would require the construction of substantial new capacity at installations on both coasts, which only exacerbates the level of excess capacity in this subcategory of installations. Revising the receiving sites for assets from these installations in this and other air station recommendations eliminates the need for this construction of new capacity, such that the total savings are equivalent to the replacement plant value of an existing tactical aviation naval air station. Further, within the context of the FY 2001 Force Structure Plan, the mix of operational air stations and the assets they support resulting from these recommendations provides substantial operational flexibility. For instance, the single siting of F-14s at Naval Air Station, Oceana, Virginia, fully utilizes that installation's capacity and avoids the need to provide support on both coasts for this aircraft series which is scheduled to leave the active inventory. This recommendation also permits the relocation of Marine Corps helicopter squadrons in the manner best able to meet operational imperatives.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$90.2 million. The net of all costs and savings during the implementation period is a savings of \$293 million. Annual recurring savings after implementation are \$6.9 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$346.8 million.

Impacts:

Economic Impact on Communities: Since this action affects unexecuted relocations resulting from prior BRAC recommendations, it causes no net change in current employment in either the San Diego MSA or the Kings County, California economic areas. However, the anticipated 10.9% increase in the Kings County employment base and the anticipated 0.1% increase in the San Diego employment base will not occur.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The relocation of Navy and Marine Corps aviation assets in this recommendation generally will have a positive impact on the environment, particularly on the air quality in the areas in which NAS Lemoore and MCAS Miramar are located. The introduction of additional aircraft and personnel to the Norfolk, Virginia, area is not expected to have an adverse impact on the air quality of this area in that the net effect of adding these aircraft and personnel, when compared to force structure reductions by FY 2001, is a reduction from FY 1990 levels. However, a conformity determination will be required that takes into account any impact these actions may have on the air quality of these areas.

Further, the utility infrastructure at each receiving site has sufficient capacity to handle these additional personnel. There is no adverse impact on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Naval Air Station, Alameda, California

Recommendation: Change the receiving sites specified by the 1993 Commission for the closure of Naval Air Station, Alameda, California (1993 Commission Report, at page 1-35) for "aircraft along with the dedicated personnel, equipment and support" and "reserve aviation assets" from "NAS North Island" and "NASA Ames/Moffett Field," respectively, to "other naval air stations, primarily the Naval Air Facility, Corpus Christi, Texas, to support the Mine Warfare Center of Excellence, Naval Station, Ingleside, Texas."

Justification: The decision to collocate all mine warfare assets, including air assets, at the Mine Warfare Center of Excellence at Naval Station, Ingleside, Texas, coupled with the lack of existing facilities at Naval Air Station, North Island, support this movement of mine warfare helicopter assets to Texas. With this collocation of assets, the Navy can conduct training and operations with the full spectrum of mine warfare assets from one location, significantly enhancing its mine warfare countermeasures capability. This action is also consistent with the Department's approach for other naval air stations of eliminating capacity by not building new capacity.

Return on Investment: The return on investment data below applies to the closure of NAS Meridian, the closure of NTTC Meridian, the realignment of NAS Corpus Christi to a NAF, and the NAS Alameda redirect. The total estimated one-time cost to implement these recommendations is \$83.4 million. The net of all costs and savings during the implementation period is a savings of \$158.8 million. Annual recurring savings after implementation are \$33.4 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$471.2 million.

Impacts:

Economic Impact on Communities: Since this action affects unexecuted relocations resulting from prior BRAC recommendations, it causes no net change in employment in the San Diego, California MSA economic area. However, the anticipated small increase in the employment base in this economic area will not occur.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: This redirection involves only the relocation of the mine warfare helicopter assets (both active and reserve aircraft) to the Naval Air Facility, Corpus Christi, Texas, in support of the Mine Warfare Center of Excellence at Naval Station, Ingleside, Texas, instead of to Naval Air Station, North Island, California. Therefore, this relocation will have a positive impact on the environment. The Corpus Christi area is in attainment for all of the major air pollutants, while the San Diego area is in severe non-attainment for ozone. The addition of these assets to the Corpus Christi area is not expected to have an impact on the environment. However, if a conformity determination is required to assess the impact of this move on the local air quality, one will be performed. There are no adverse impacts on threatened/endangered species, sensitive habitats and wetlands, or cultural/historic resources occasioned by this recommendation.

Naval Recruiting District, San Diego, California

Recommendation: Change the receiving site for the Naval Recruiting District, San Diego, California, specified by the 1993 Commission (1993 Commission Report, at page 1-39) from "Naval Air Station North Island" to "other government-owned space in San Diego, California."

Justification: The North Island site is somewhat isolated and not necessarily conducive to the discharge of a recruiting mission. Moving this activity to government-owned space in a more central and accessible location enhances its operations. Additionally, with the additional assets being placed in NAS North Island in this round of closures and realignments, there is a need for the space previously allocated to this activity.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$0.3 million. The net of all costs and savings during the implementation period is a savings of \$0.1 million. There are no annual recurring savings after implementation, and a return on investment is expected in one year. The net present value of the costs and savings over 20 years is a savings of \$89 thousand.

Impacts:

Economic Impact on Communities: This recommendation will not result in a change in employment in the San Diego, California MSA economic area because all affected jobs will remain in that economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The relocation of this activity within its local area generally will have a positive impact on the environment because new facilities will not have to be constructed at NAS North Island. Also, there is no adverse impact on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Naval Training Centers

Recommendation: Change the recommendation of the 1993 Commission (1993 Commission Report, at page 1-38) concerning the closure of Naval Training Center, Orlando, Florida, by deleting all references to Service School Command from the list of major tenants. Change the recommendation of the 1993 Commission (1993 Commission Report, at page 1-39) concerning the closure of Naval Training Center, San Diego, California, by deleting all references to Service School Command, including Service School Command (Electronic Warfare) and Service School Command (Surface), from the list of major tenants.

Justification: Service School Command is a major component command reporting directly to the Commanding Officer, Naval Training Center, and, as such, is not a tenant of the Naval Training Center. Its relocation and that of its component courses can and should be accomplished in a manner "consistent with training requirements," as specified by the 1993 Commission recommendation language for the major elements of the Naval Training Centers. For instance, while the command structure of the Service School Command at Naval Training Center, Orlando Florida, is relocating to the Naval Training Center, Great Lakes, Illinois, the Torpedoman "C" School can be relocated to available facilities at the Naval Underwater Weapons Center, Keyport, Washington, and thus be adjacent to the facility that supports the type of weapon that is the subject of the training. Similarly, since the Integrated Voice Communication School at the Naval Training Center, San Diego. California, uses contract instructors, placing it at Fleet Training Center, San Diego. necessitates only the local movement of equipment at a savings in the cost otherwise to be incurred to move such equipment to the Naval Training Center, Great Lakes, Illinois. Likewise, the relocation of the Messman "A" School at Naval Training Center, San Diego, to Lackland Air Force Base results in consolidation of the same type of training for all services at one location, consistent with Department goals, and avoids military construction costs at Naval Air Station, Pensacola.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$5.9 million. The net of all costs and savings during the implementation period is a savings of \$24.8 million. Annual recurring savings after implementation are \$0.2 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$25.8 million.

Impacts:

Economic Impact on Communities: Since this action affects unexecuted relocations resulting from prior BRAC recommendations, it causes no net change in employment in either the Lake County, Illinois, or the Pensacola, Florida MSA economic areas. However, the anticipated 0.1 percent increase in the Lake County employment base and the anticipated 0.1 percent increase in Pensacola, Florida the employment base will not occur.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The relocation of individual schools will have a minimal impact on the environment. Each is a tenant command and not a property owner. Each of the receiving sites was reviewed for impact on threatened/endangered species, sensitive habitats and wetlands, and cultural/historic resources, and no adverse impact was found. None of these schools are expected to have an adverse impact on the air quality of the areas to which it is relocating. The receiving sites have adequate capacity in their utility infrastructure to handle the additional personnel relocated by this recommendation.

Naval Air Station, Cecil Field, Florida

Recommendation: Change the receiving sites specified by the 1993 Commission (1993 Commission Report, at page 1-20) from "Marine Corps Air Station, Cherry Point, North Carolina; Naval Air Station, Oceana, Virginia; and Marine Corps Air Station, Beaufort, South Carolina" to "other naval air stations, primarily Naval Air Station, Oceana, Virginia; Marine Corps Air Station, Beaufort, South Carolina; Naval Air Station, Jacksonville, Florida; and Naval Air Station, Atlanta, Georgia; or other Navy or Marine Corps Air Stations with the necessary capacity and support infrastructure." In addition, add the following: "To support Naval Air Station, Jacksonville, retain OLF Whitehouse, the Pinecastle target complex, and the Yellow Water family housing area."

Justification: Despite the large reduction in operational infrastructure accomplished during the 1993 round of base closure and realignment, since DON force structure experiences a reduction of over 10 percent by the year 2001, there continues to be additional excess capacity that must be eliminated. In evaluating operational bases, the goal was to retain only that infrastructure necessary to support the future force structure without impeding operational flexibility for deployment of that force. This recommended redirect achieves several important aims in furtherance of current Departmental policy and operational needs. First, it avoids the substantial new construction at MCAS Cherry Point that would be required if the F/A-18s from NAS Cecil Field were relocated there, which would add to

existing excess capacity, and utilizes existing capacity at NAS Oceana. This avoidance and similar actions taken regarding other air stations are equivalent to the replacement plant value of an existing tactical aviation naval air station. Second, it permits collocation of all fixed wing carrier-based anti-submarine warfare (ASW) air assets in the Atlantic Fleet with the other aviation ASW assets at NAS Jacksonville and NAVSTA Mayport and support for those assets. Third, it permits recognition of the superior demographics for the Navy and Marine Corps reserves by relocation of reserve assets to Atlanta, Georgia.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$66.6 million. The net of all costs and savings during the implementation period is a savings of \$335.1 million. Annual recurring savings after implementation are \$11.5 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$437.8 million.

Impacts:

Economic Impact on Communities: Since this action affects unexecuted relocations resulting from prior BRAC recommendations, it causes no net change in current employment in the Craven and Carteret Counties, North Carolina economic area. However, the anticipated 7.5 percent increase in the employment base in this economic area will not occur.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The reallocation of Navy and Marine Corps aviation assets in this recommendation will have a generally positive impact on the environment, particularly on the air quality at Cherry Point, North Carolina, and Jacksonville, Florida. The introduction of additional aircraft and personnel to the Norfolk, Virginia, area is not expected to have an adverse impact on the air quality of that area since the net effect of moving these particular assets, when compared to the force structure reductions by FY 2001, is a reduction of personnel and aircraft from FY 1990 levels at this receiving activity. However, it is expected that conformity determinations will be required for the movements to NAS Oceana and NAS Atlanta. The utility infrastructure at each of the receiving sites is sufficient to handle the additional personnel. At none of the receiving sites will there be an adverse impact on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Naval Aviation Depot, Pensacola, Florida

Recommendation: Change the recommendation of the 1993 Commission (1993 Commission Report, at pages 1-42/43) by striking the following: "In addition, the Commission recommends that the whirl tower and dynamic components facility be moved to Cherry Point Navy or Corpus Christi Army Depots or the private sector, in lieu of the Navy's plan to retain these operations in a stand-alone facility at NADEP Pensacola."

Justification: Despite substantial reductions in depot maintenance capability accomplished in prior base closure evolutions, as force levels continue to decline, there is additional excess capacity that needs to be eliminated. Naval Aviation Depot, Pensacola, was closed in BRAC 93, except for the whirl tower and dynamic components facility. Subsequent to that decision, no requirement for the facility has been identified within either the Army or the Navy, and insufficient private sector interest in that facility has been expressed. Additionally, the Depot Maintenance Joint Cross-Service Group (JCSG-DM) examined these functions in response to Congressional interest in reexamining the BRAC 93 action. The JCSG-DM determined that the Pensacola facilities could not independently fulfill the entire future DoD requirement, but that the Army facilities at Corpus Christi Army Depot, combined with the Navy facilities at NADEP Cherry Point, could. This recommendation will allow the disposal of the whirl tower and the rehabilitation of the dynamic components facility buildings for use by the Naval Air Technical Training Center.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$1.5 million. The net of all costs and savings during the implementation period is a savings of \$2.4 million. Annual recurring savings after implementation are \$0.2 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$3.8 million.

Impacts:

Economic Impact on Communities: This recommendation will not affect any jobs in the Pensacola, Florida MSA economic area.

Community Infrastructure Impact: There is no community infrastructure impact since there are no receiving installations for this recommendation.

Environmental Impact: There are no known environmental impacts attendant to the disposal of these assets in place required by this recommendation, including impacts on air quality, threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources.

Navy Nuclear Power Propulsion Training Center, Naval Training Center, Orlando, Florida

Recommendation: Change the receiving site specified by the 1993 Commission (1993 Commission Report, at page 1-38) for the "Nuclear Power School" (or the Navy Nuclear Power Propulsion Training Center) from "the Submarine School at the Naval Submarine Base (NSB), New London" to "Naval Weapons Station, Charleston, South Carolina."

Justification: The decision of the 1993 Commission to retain the submarine piers at Naval Submarine Base New London, Connecticut, meant that some of the facilities designated for occupancy by the Navy Nuclear Power Propulsion Training Center were no longer available. Locating this school with the Nuclear Propulsion Training Unit of the Naval Weapons Station, Charleston achieves an enhanced training capability, provides ready access to the moored training ships now at the Weapons Station, and avoids the significant costs of building and/or renovating facilities at New London.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$147.9 million. The net of all costs and savings during the implementation period is a savings of \$19.5 million. Annual recurring savings after implementation are \$5.3 million with a return on investment expected in one year. The net present value of the costs and savings over 20 years is a savings of \$71.1 million.

Impacts:

Economic Impact on Communities: Since this action affects unexecuted relocations resulting from prior BRAC recommendations, it causes no net change in employment in the New London-Norwich, Connecticut NECMA economic area. However, the anticipated 2.3 percent increase in the employment base in this economic area will not occur.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The relocation of the Navy Nuclear Power Propulsion Training Center generally will have a positive impact on the environment. The receiving site is in an air quality district that is in attainment for carbon monoxide, ozone and PM-10, and this relocation is not expected to have an adverse impact on that air quality status. Also, the utility infrastructure of the receiving site is sufficient to handle the additional personnel. There is no adverse impact on threatened/endangered species, sensitive habitats and wetlands, or cultural/historic resources occasioned by this recommendation.

Naval Air Station, Agana, Guam

Recommendation: Change the receiving site specified by the 1993 Commission (1993 Commission Report, at page 1-21) for "the aircraft, personnel, and associated equipment" from the closing Naval Air Station, Agana, Guam from "Andersen AFB, Guam" to "other naval or DoD air stations in the Continental United States and Hawaii."

Justification: Other BRAC 95 actions recommended the partial closure of Naval Activities, Guam, with retention of the waterfront assets, and the relocation of all of the vessels currently homeported at Naval Activities, Guam to Hawaii. Among the aircraft at Naval Activities, Guam is a squadron of helicopters performing logistics functions in support of these vessels. This redirect would collocate these helicopters with the vessels they support. Similarly, regarding the other aircraft at the closing Naval Air Station, the Fleet Commander-in-Chief desires operational synergies for his surveillance aircraft, which results in movement away from Guam. This redirect more centrally collocates those aircraft with similar assets in Hawaii and on the West Coast, while avoiding the new construction costs required in order to house these aircraft at Andersen Air Force Base, Guam, consistent with the Department's approach of eliminating capacity by not building new capacity.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$43.8 million. The net of all costs and savings during the implementation period is a savings of \$213.8 million. Annual recurring savings after implementation are \$21.7 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$418 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 1,641 jobs (1,272 direct jobs and 369 indirect jobs) over the 1996-to-2001 period in the Agana, Guam economic area, which is 2.5 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 10.6 percent of employment in the economic area. However, much of this impact involves the inclusion of MSC mariners in the job loss statement, which does not reflect the temporary nature of their presence on Guam.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The Guam Air Pollution Control District is in attainment for carbon monoxide, ozone, and PM-10. Relocation of these aviation assets will remove a source of air emissions thus enhancing the air quality of Guam. Both NAS Whidbey Island and MCB/MCAF Hawaii are in an attainment area for carbon monoxide, ozone, and PM-10, and thus this relocation will not require a conformity determination. NAS North Island, on the other hand, is in an area which is in moderate non-attainment for carbon monoxide and severe non-attainment for ozone. Thus, a conformity determination may be required to evaluate the impact on air quality. Plans to disestablish current active squadrons support the ability to obtain a conformity determination. Adequate utility support and undeveloped property for expansion exist at NAS North Island. Similarly, at NAS Whidbey Island, force downsizing over the next six years will be in excess of the additional personnel and aircraft from this action. There will be no adverse impact to threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Naval Air Station, Barbers Point, Hawaii

Recommendation: Change the recommendation of the 1993 Commission regarding items excepted from the closure of Naval Air Station, Barbers Point, Hawaii (1993 Commission, at page 1-19) from "Retain the family housing as needed for multi-service use" to "Retain the family housing as needed for multi-service use, including the following family housing support facilities: commissary facilities, Public Works Center compound with its sanitary landfill, and beach recreational areas, known as Nimitz Beach and White Plains Beach."

Justification: While specific mention was made of retention of family housing in the BRAC 93 recommendation relating to NAS Barbers Point, certain aspects conducive to supporting personnel in family housing were not specifically mentioned, which is required for their retention. Quality of life interests require either that these facilities be retained or that new ones be built to provide these services. Another advantage of retaining these facilities to support multi-service use is the avoidance of the costs of closing the existing landfill and either developing another one on other property on the island of Oahu or incurring the costs of shipping waste to a site off-island.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$37 thousand. The net of all costs and savings during the implementation period is a savings of \$17.6 million. Annual recurring savings after implementation are \$0.1 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$18.4 million.

Impacts:

Economic Impact on Communities: This recommendation will not affect any jobs in the Honolulu, Hawaii MSA economic area.

Community Infrastructure Impact: There is no community infrastructure impact since there are no receiving installations for this recommendation.

Environmental Impact: The importance of this recommendation from the perspective of environmental impact is the retention of the existing landfill. Without this recommendation, the landfill would have to be closed and capped, and, until a replacement site is established, waste water treatment sludge, for instance, would have to be exported off-island for disposal. Further, by avoiding the need for new construction of facilities for the public works center compound and the commissary, this recommendation will eliminate any air emissions occasioned by such new construction and the need to use scarce real property resources to replace these facilities. Also, there is no adverse impact on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Naval Air Facility, Detroit, Michigan

Recommendation: Change the receiving site specified by the 1993 Commission (1993 Commission Report, at page 1-25) for the Mt. Clemons, Michigan Marine Corps Reserve Center, including MWSG-47 and supporting units, from "Marine Corps Reserve Center, Twin Cities, Minnesota" to "Air National Guard Base, Selfridge, Michigan."

Justification: In addition to avoiding the costs of relocating the reserve unit from this reserve center to Minnesota, this redirect maintains a Marine Corps recruiting presence in the Detroit area, which is a demographically rich recruiting area, and realizes a principal objective of the Department of Defense to effect multi-service use of facilities.

Return on Investment: There are no one-time costs to implement this recommendation. The net of all costs and savings during the implementation period is a savings of \$9.4 million. There are no annual recurring savings, and an immediate return on investment is obtained. The net present value of the costs and savings over 20 years is a savings of \$9.3 million.

Impacts:

Economic Impact on Communities: Since this action affects unexecuted relocations resulting from prior BRAC recommendations, it causes no net change in current

employment in the Minneapolis-St. Paul, Minnesota-Wisconsin MSA economic area. However, the anticipated small increase in the employment base in this economic area will not occur.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The collocation of MWSG-47 and supporting units to National Guard facilities permits this activity to remain in its present location. Both the Air National Guard Base, Selfridge and the closing Naval Air Facility Detroit are in the same Air Quality Control District. Therefore, there will be no air quality changes on account of this recommendation. The elimination of the transfer of this Reserve Center to NARCEN Twin Cities will have a positive effect on the air quality of the Minneapolis/St. Paul Air Quality Control District.

Naval Shipyard, Norfolk Detachment, Philadelphia, Pennsylvania

Recommendations: Change the recommendation of the 1991 Commission relating to the closure of the Philadelphia Naval Shipyard (1991 Commission Report, at page 5-28) to delete "and preservation" (line 5) and "for emergent requirements" (lines 6-7).

Justification: Despite substantial reductions in depot maintenance capability accomplished in prior base closure evolutions, as force levels continue to decline, there is additional excess capacity that needs to be eliminated. The contingency seen in 1991 for which the facilities at this closed shipyard were being retained no longer exists, and their continued retention is neither necessary nor consistent with the DON objective to divest itself of unnecessary infrastructure.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$32 thousand. The net of all costs and savings during the implementation period is a savings of \$51.9 million. Annual recurring savings after implementation are \$8.8 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$134.7 million.

Impacts:

Economic Impact on Communities: This recommendation will not affect any jobs in the Philadelphia, Pennsylvania-New Jersey PMSA economic area.

Community Infrastructure Impact: There is no community infrastructure impact since there are no receiving installations for this recommendation.

Environmental Impact: This recommendation completes the closure of the Philadelphia Naval Shipyard which began with BRAC 91. Since this is a closure with no realignment of functions, personnel or workload, there is no impact to threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Naval Sea Systems Command, Arlington, Virginia

Recommendation: Change the receiving sites specified by the 1993 Commission (1993 Commission Report, at page 1-59) for the relocation of the Naval Sea Systems Command, including the Nuclear Propulsion Directorate (SEA 08), the Human Resources Office supporting the Naval Sea Systems Command, and associated PEOs and DRPMs, from "the Navy Annex, Arlington, Virginia; Washington Navy Yard, Washington, D.C.; 3801 Nebraska Avenue, Washington, D.C.; Marine Corps Combat Development Command, Quantico, Virginia; or the White Oak facility, Silver Spring, Maryland" to "the Washington Navy Yard, Washington, D.C. or other government-owned property in the metropolitan Washington, D.C. area."

Justification: The resource levels of administrative activities are dependent upon the level of forces they support. The continuing decline in force levels shown in the FY 2001 Force Structure Plan coupled with the effects of the National Performance Review result in further reductions of personnel in administrative activities. As a result, the capacity at the White Oak facility in Silver Spring, Maryland, or at the Navy Annex, Arlington, Virginia is no longer required to meet DON administrative space needs. This change in receiving sites eliminates substantial expenditures otherwise required to rehabilitate both White Oak and the Navy Annex. The net effect of this and the White Oak recommendation is a decrease of excess administrative space by more than 1,000,000 square feet.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$159.7 million. The net of all costs and savings during the implementation period is a savings of \$47.6 million. Annual recurring savings after implementation are \$9.4 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$144 million.

Impacts:

Economic Impact on Communities: This recommendation will not result in a change in employment in the Washington, DC-Maryland-Virginia-West Virginia PMSA economic area because all affected jobs will remain in that economic area.

Environmental Impact: The relocation of NAVSEA from leased space in the NCR to the Washington Navy Yard generally will have a positive impact on the environment, principally due to the avoidance of the construction of new facilities and the rehabilitation of existing facilities at NSWC White Oak, Maryland, which is closing in its entirety. The Washington Navy Yard has sufficient facilities which can be rehabilitated to house these activities, and the utility infrastructure capacity is sufficient to handle the additional personnel. There is no adverse impact on threatened/endangered species, sensitive habitat and wetlands, or cultural/historical resources occasioned by this recommendation.

Office of Naval Research, Arlington, Virginia

Recommendation: Change the recommendation of the 1993 Commission (1993 Commission Report, at pages 1-59/60) by deleting the Office of Naval Research from the list of National Capital Region activities to relocate from leased space to Government-owned space within the NCR.

Justification: Because of other BRAC 95 actions, space designated for this activity pursuant to the BRAC 93 decision is no longer available. Other Navy-owned space in the NCR would require substantial new construction in order to house this activity. Permitting the Office of Naval Research to remain in its present location not only avoids this new construction, but also realizes the synergy obtained by having the activity located in proximity to the Advanced Research Projects Agency and the National Science Foundation. Further, this action provides the opportunity for future collocation of like activities from the other Military Departments, with the attendant joint synergies which could be realized. While this action results in a recurring cost, the cost is minimal in light of the importance of these two significant opportunities.

Return on Investment: While the annual costs for this activity to remain in leased space are higher than operating costs paid for government-owned space, relocation to government-owned space would require new construction. The cost of that new construction is more than would be saved by this move over a twenty-year period. COBRA analysis of the BRAC 93 recommendation in view of the changed circumstances regarding availability of space in the National Capital Region reveals that relocation of this activity would not result in a reasonable return on investment.

Impacts:

Economic Impact on Communities: This recommendation will not result in a change in employment in the Washington, DC-Maryland-Virginia-West Virginia PMSA economic area because all affected jobs will remain in that economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: Locating this activity in Arlington, Virginia, instead of at either the Washington Navy Yard or Nebraska Avenue generally will have a positive impact on the environment because new facilities will not have to be constructed. Both the current site and the sites considered as receivers are in the same air quality district; thus, there will be no impact on air quality. There is no adverse impact on threatened/endangered species, sensitive habitat and wetlands, or cultural/historical resources occasioned by this recommendation.

Space and Naval Warfare Systems Command, Arlington, Virginia

Recommendation: Change the recommendation for the Space and Naval Warfare Systems Command, Arlington, Virginia, specified by the 1993 Commission (Commission Report, at page 1-59) from "[r]elocate...from leased space to Government-owned space within the NCR, to include the Navy Annex, Arlington, Virginia; Washington Navy Yard, Washington, D.C.; 3801 Nebraska Avenue, Washington, D.C.; Marine Corps Combat Development Command, Quantico, Virginia; or the White Oak facility, Silver Spring, Maryland" to "Relocate...from leased space to Government-owned space in San Diego, California, to allow consolidation of the Naval Command, Control and Ocean Surveillance Center, with the Space and Naval Warfare Command headquarters. This relocation does not include SPAWAR Code 40, which is located at NRL, or the Program Executive Officer for Space Communication Sensors and his immediate staff who will remain in Navy-owned space in the National Capital Region."

Justification: The resource levels of administrative activities are dependent upon the level of forces they support. The continuing decline in force levels shown in the FY 2001 Force Structure Plan coupled with the effects of the National Performance Review result in further reductions in administrative activities. Space available in San Diego resulting from personnel changes and work consolidation permits further consolidation of the SPAWAR command structure and the elimination of levels of command structure. This consolidation will achieve not only significant savings from elimination of unnecessary command structure

but also efficiencies and economies of operation. In addition, by relocating to San Diego instead of the NCR, there will be sufficient readily available space in the Washington Navy Yard for the Naval Sea Systems Command.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$24 million. The net of all costs and savings during the implementation period is a savings of \$120 million. Annual recurring savings after implementation are \$25.3 million with an immediate return on investment expected. The net present value of the costs and savings over 20 years is a savings of \$360 million.

Impacts:

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 1,821 jobs (1,133 direct jobs and 681 indirect jobs) over the 1996-to-2001 period in the Washington, DC-Maryland-Virginia-West Virginia PMSA economic area, which is 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.6 percent of employment in the economic area.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The relocation of this activity from leased space in the NCR to San Diego, California, likely will not have an adverse impact on the environment. Because San Diego is in a moderate non-attainment area for carbon monoxide, a conformity determination may be required to evaluate air quality impacts. There is no adverse impact on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Naval Recruiting Command, Washington, D.C.

Recommendation: Change the receiving site for the Naval Recruiting Command, Washington, D.C., specified by the 1993 Commission (1993 Commission Report, at page 1-59) from "Naval Training Center, Great Lakes, Illinois" to "Naval Support Activity, Memphis, Tennessee."

Justification: This relocation permits the single-siting of the Department's personnel recruiting and personnel management headquarters-level activities, enhancing their close

coordination, and supporting the Department's policy of maximizing the use of governmentowned space. It also reduces the requirement to effect new construction, and reduces resulting potential building congestion, at NTC Great Lakes.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$6.5 million. The net of all costs and savings during the implementation period is a savings of \$1.1 million. There are no annual recurring savings after implementation, and an immediate return on investment is expected. The net present value of the costs and savings over 20 years is a savings of \$1.2 million.

Impacts:

Economic Impact on Communities: Since this action affects unexecuted relocations resulting from prior BRAC recommendations, it causes no net change in employment in the Lake County, Illinois economic area. However, the anticipated 0.2 percent increase in the employment base in this economic area will not occur.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The movement of this activity to Naval Support Activity, Memphis generally will have a positive impact on the environment because new facilities will not have to be constructed at NTC Great Lakes, Illinois. The additional personnel are not expected to have an adverse impact on the environment in that the utility infrastructure capacity at the receiving site is sufficient to handle this additional loading. There is no adverse impact on threatened/endangered species, sensitive habitats and wetlands, or cultural/historical resources occasioned by this recommendation.

Naval Security Group Command Detachment Potomac, Washington, D.C.

Recommendation: Change the receiving site for the Naval Security Group Command Detachment Potomac, Washington, D.C., from "National Security Agency, Ft. Meade, Maryland" specified by the 1993 Commission (1993 Commission Report, at page 1-59) to "Naval Research Laboratory, Washington, D.C."

Justification: The mission of this activity requires that it be collocated with space surveillance hardware. This can most effectively be accomplished by housing this activity at the Naval Research Laboratory. By this redirect, the cost of moving this activity to Fort Meade can be avoided.

Return on Investment: There are no estimated one-time costs to implement this recommendation. The net of all costs and savings during the implementation period is a savings of \$4 thousand. There are no annual recurring savings after implementation, and an immediate return on investment is expected. The net present value of the costs and savings over 20 years is a savings of \$4 thousand.

Impacts:

Economic Impact on Communities: Since this action affects unexecuted relocations resulting from prior BRAC recommendations, it causes no net change in current employment in the Baltimore, Maryland PMSA economic area. However, the anticipated small increase in the employment base in this economic area will not occur.

Community Infrastructure Impact: There is no known community infrastructure impact at any receiving installation.

Environmental Impact: The relocation of this activity from Ft. Meade, Maryland, to the Naval Research Laboratory, Washington, D.C., generally will have a positive impact on the environment. Both the losing site and the gaining site are in the same air quality district; thus, movement of this activity within that district will no impact on air quality. There is no adverse impact on threatened/endangered species, sensitive habitat and wetlands, or cultural/historical resources occasioned by this recommendation.

Department of the Air Force

Summary of Selection Process

Introduction

The Air Force 1995 selection process shares the fundamental approach used in the 1991 and 1993 Air Force base realignment and closure (BRAC) processes.

The basis for selection of closure and realignment recommendations was the DoD force structure and the final selection criteria. The Secretary of the Air Force appointed a Base Closure Executive Group of six general officers and seven comparable (Senior Executive Service) civilians. Areas of expertise included environment; facilities and construction; finance; law; logistics; programs; operations; personnel and training; reserve components; plus research, development and acquisition. Additionally, an Air Staff-level Base Closure Working Group was formed to provide staff support and additional detailed expertise for the Executive Group. Plans and Programs General Officers from the Major Commands (MAJCOM) met on several occasions with the Executive Group to provide mission specific expertise and greater base-level information. Also, potential sister-service impacts were coordinated by a special inter-service working group.

The Executive Group developed a Base Closure Internal Control Plan that was approved by the Secretary of the Air Force. This plan provides structure and guidance for all participants in the base closure process, including procedures for data gathering and certification.

The Selection Process

The Executive Group reviewed all Active and Air Reserve Component (ARC) installations in the United States that met or exceeded the Section 2687, Title 10 U.S.C. threshold of 300 direct-hire civilians authorized to be employed. Data on all applicable bases was collected via a comprehensive and detailed questionnaire answered at base level with validation by the Major Commands and Air Staff. All data was evaluated and certified in accordance with the Air Force Internal Control Plan. As an additional control measure, the Air Force Audit Agency was tasked to continuously review the Air Force process for consistency with the law and DoD policy and to ensure that the data collection and validation process was adequate. A baseline capacity analysis was also performed that evaluated the physical capability of a base to accommodate additional force structure and other activities (excess capacity) beyond that programmed to be stationed at the base.

The Executive Group occasionally questioned the data, where appropriate, when the information was revised or more detailed data provided. Data determined to be inaccurate was corrected. All data used in the preparation and submission of information and recommendations concerning the closure or realignment of military installations was certified as to its accuracy and completeness by appropriate officials at base, MAJCOM, and headquarters level. In addition, the Executive Group and the Secretary of the Air Force certified that all information contained in the Air Force Detailed Analysis and all supporting data were accurate and complete to the best of their knowledge and belief.

The Executive Group placed all bases in categories, based on the installation's predominant mission. When considered by category, the results of the baseline capacity analysis represented the maximum potential base closures that could be achieved within each category. The results of the baseline excess capacity analysis were then used in conjunction with the approved DoD force structure plan in determining base structure requirements. Other factors were also considered to determine actual capabilities for base reductions. The capacity analysis was also used to identify cost effective opportunities for the beddown of activities and aircraft dislocated from bases recommended for closure and realignment.

Bases deemed militarily or geographically unique or mission-essential were approved by the Secretary of the Air Force for exclusion from further closure consideration. Capacity was analyzed by category, based on a study of current base capacity and the future requirements imposed by the force structure plan. Categories and subcategories having no excess capacity were recommended to and approved by the Secretary of the Air Force for exclusion from further study.

All non-excluded Active Component bases in the remaining categories were individually examined on the basis of all eight selection criteria established by the Secretary of Defense, with over 250 subelements to the grading criteria. These subelements were developed by the Air Force to provide specific data points for each criterion.

Under Deputy Secretary of Defense direction, the Executive Group and the Secretary of the Air Force considered and analyzed the results of the efforts of Joint Cross-Service Groups in the areas of Depot Maintenance, Laboratories, Test and Evaluation, Undergraduate Pilot Training, and Military Treatment Facilities including Graduate Medical Education. The Joint Cross-Service Groups established data elements, measures of merit, and methods of analysis for their functional areas. The Air Force collected data as requested by the joint groups, following the Air Force's Internal Control Plan. After receiving data provided by each of the Services, the joint groups developed functional values and alternatives for the activities under their consideration. These alternatives were reported to the Military Departments

responded with comments and cost analyses of the alternatives, and engaged in a dialogue with the joint groups regarding potential closure and realignment actions, consistent with the internal analytical processes of each Military Department.

The Air Reserve Component (ARC) category, comprised of Air National Guard and Air Force Reserve bases, warrants further explanation. First, these bases do not readily compete against each other, as ARC units enjoy a special relationship with their respective states and local communities. Under federal law, relocating Guard units across State boundaries is not a practical alternative. In addition, careful consideration must be given to the recruiting needs of these units. However, realignment of ARC units onto active or civilian, or other ARC installations could prove cost effective. Therefore, the ARC category was examined for cost effective relocations to other bases.

Information, base groupings, excess capacity, and options resulting from the Executive Group analysis were presented to the Secretary of the Air Force and Chief of Staff of the Air Force by the Executive Group. Based on the force structure plan and the eight selection criteria, with consideration given to excess capacity, efficiencies in base utilization, and concepts of force structure organization and basing, the Secretary of the Air Force, in consultation with the Air Force Chief of Staff, and using the analysis of the Executive Group, selected the bases recommended for closure and realignment.

Department of the Air Force

Recommendations and Justifications

North Highlands Air Guard Station, California

Recommendation: Close North Highlands Air Guard Station (AGS) and relocate the 162nd Combat Communications Group (CCG) and the 149th Combat Communications Squadron (CCS) to McClellan AFB, California.

Justification: Relocation of the 162nd CCG and 149th CCS onto McClellan AFB will provide a more cost-effective basing arrangement than presently exists by avoiding some of the costs associated with maintaining the installation. Because of the very short distance from the unit's present location in North Highlands to McClellan AFB, most of the personnel will remain with the unit.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$1.3 million. The net of all costs and savings during the implementation period is a cost of \$0.5 million. Annual recurring savings after implementation are \$0.2 million with a return on investment expected in eight years. The net present value of the costs and savings over 20 years is a savings of \$1.5 million.

Impacts: This recommendation will not result in a change in the employment in the Sacramento, California Primary Metropolitan Statistical Area because all affected jobs will remain in that economic area. Review of demographic data projects no negative impact on recruiting. This action will have minimal environmental impact.

Ontario International Airport Air Guard Station, California

Recommendation: Close Ontario International Airport Air Guard Station (AGS) and relocate the 148th Combat Communications Squadron (CCS) and the 210th Weather Flight to March ARB, California.

Justification: Relocation of the 148th CCS and the 210th Weather Flight onto March ARB will provide a more cost-effective basing arrangement by avoiding some of the costs associated with maintaining the installation. Because of the short distance from the unit's present location on Ontario International Airport AGS, most of the personnel will remain with the unit.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$0.8 million. The net of all costs and savings during the implementation period is a cost of \$0.3 million. Annual recurring savings after implementation are \$0.1 million with a return on investment expected in eight years. The net present value of the costs and savings over 20 years is a savings of \$0.9 million.

Impacts: This recommendation will not result in a change in the employment in the Riverside-San Bernardino, California Primary Metropolitan Statistical Area because all affected jobs will remain in the economic area. Review of demographic data projects no negative impact on recruiting. Environmental impact from this action is minimal.

Rome Laboratory, New York

Recommendation: Close Rome Laboratory, Rome, New York. Rome Laboratory activities will relocate to Fort Monmouth, New Jersey, and Hanscom AFB, Massachusetts. Specifically, the Photonics, Electromagnetic & Reliability (except Test Site O&M operations), Computer Systems, Radio Communications and Communications Network activities, with their share of the Rome Lab staff activities, will relocate to Fort Monmouth. The Surveillance, Intelligence & Reconnaissance Software Technology, Advanced C2 Concepts, and Space Communications activities, with their share of the Rome Laboratory staff activities, will relocate to Hanscom AFB. The Test Site (e.g., Stockbridge and Newport) O&M operations will remain at its present location but will report to Hanscom AFB.

Justification: The Air Force has more laboratory capacity than necessary to support current and projected Air Force research requirements. The Laboratory Joint Cross-Service Group analysis recommended the Air Force consider the closure of Rome Laboratory. Collocation of part of the Rome Laboratory with the Army's Communications Electronics Research Development Evaluation Command at Fort Monmouth will reduce excess laboratory capacity and increase inter-Service cooperation and common C3 research. In addition, Fort Monmouth's location near unique civilian research activities offers potential for shared research activities. Those activities relocated to Hanscom AFB will strengthen Air Force C3I RDT&E activities by collocating common research efforts. This action will result in substantial savings and furthers the DoD goal of cross-service utilization of common support assets.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$52.8 million. The net of all costs and savings during the implementation period is a cost of \$15.1 million. Annual recurring savings after implementation are \$11.5 million with a return on investment expected in four years. The net present value of the costs and savings over 20 years is a savings of \$98.4 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 2,345 jobs (1,067 direct jobs and 1,278 indirect jobs) over the 1996-to-2001 period in the Utica-Rome, New York Metropolitan Statistical Area, which is 1.5 percent of the economic area's employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 6.2 percent of employment in the economic area. Environmental impact from this action is minimal and ongoing restoration of Rome Laboratory and Griffiss AFB will continue.

Roslyn Air Guard Station, New York

Recommendation: Close Roslyn Air Guard Station (AGS) and relocate the 213th Electronic Installation Squadron (ANG) and the 274th Combat Communications Group (ANG) to Stewart International Airport AGS, Newburg, New York. The 722nd Aeromedical Staging Squadron (AFRES) will relocate to suitable leased space within the current recruiting area.

Justification: Relocation of the 213th Electronic Installation Squadron and 274th Combat Communications Group to Stewart International Airport AGS will produce a more efficient and cost-effective basing structure by avoiding some of the costs associated with maintaining the installation.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$2.4 million. The net of all costs and savings during the implementation period is a savings of \$0.7 million. Annual recurring savings after implementation are \$0.7 million with a return on investment expected in four years. The net present value of the costs and savings over 20 years is a savings of \$7.6 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 71 jobs (44 direct jobs and 27 indirect jobs) over the 1996-to-2001 period in the Nassau-Suffolk, New York Metropolitan Statistical Area, which is less than 0.1 percent of the area's employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential increase equal to less than 0.1 percent of employment in the Nassau-Suffolk, New York Metropolitan Statistical Area. Review of demographic data projects no negative impact on recruiting. Environmental impact from this action is minimal and ongoing restoration will continue.

Springfield-Beckley Municipal Airport Air Guard Station, Ohio

Recommendation: Close Springfield-Beckley Municipal Airport Air Guard Station (AGS) and relocate the 178th Fighter Group (ANG), the 251st Combat Communications Group (ANG), and the 269th Combat Communications Squadron (ANG) to Wright-Patterson AFB, Ohio.

Justification: The 178th Fighter Group provides crash, fire and rescue, security police, and other base operating support services for ANG activities at Springfield-Beckley Municipal Airport. By relocating to Wright-Patterson AFB, significant manpower and other savings will be realized by avoiding some of the costs associated with the installation.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$23.4 million. The net of all costs and savings during the implementation period is a cost of \$5.6 million. Annual recurring savings after implementation are \$4.2 million with a return on investment expected in six years. The net present value of the costs and savings over 20 years is a savings of \$35.1 million.

Impacts: This recommendation will not result in a change in the employment in the Riverside-Dayton-Springfield, Ohio Metropolitan Statistical Area because all affected jobs will remain in that economic area. Review of demographic data projects no negative impact on recruiting. Environmental impact from this action is minimal.

Greater Pittsburgh IAP Air Reserve Station, Pennsylvania

Recommendation: Close Greater Pittsburgh IAP Air Reserve Station (ARS). The 911th Airlift Wing will inactivate and its C-130 aircraft will be distributed to Air Force Reserve C-130 units at Dobbins ARB, Georgia, and Peterson AFB, Colorado.

Justification: The Air Force Reserve has more C-130 operating locations than necessary to effectively support the Reserve C-130 aircraft in the Department of Defense (DoD) Force Structure Plan. Although Greater Pittsburgh ARS is effective at supporting its mission, its evaluation overall under the eight criteria supports its closure. Its operating costs are the greatest among Air Force Reserve C-130 operations at civilian airfields. In addition, its location near a number of AFRES and Air National Guard units provides opportunities for its personnel to transfer and continue their service without extended travel.

Return On Investment: The total estimated one-time cost to implement this recommendation is \$22.3 million. The net of all costs and savings during the implementation period is a savings of \$36.3 million. Annual recurring savings after implementation are

\$13.1 million with a return on investment expected in two years. The net present value of the costs and savings over 20 years is a savings of \$161.1 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 631 jobs (387 direct jobs and 244 indirect jobs) over the 1996-to-2001 period in the Allegheny, Fayette, Washington, and Westmoreland, Pennsylvania, counties economic area, which is 0.1 percent of economic area employment. Review of demographic data projects no negative impact on recruiting. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.1 percent of employment in the economic area. Environmental impact from this action is minimal, and restoration of the Greater Pittsburgh IAP ARS will continue.

Bergstrom Air Reserve Base, Texas

Recommendation: Close Bergstrom ARB. The 924th Fighter Wing (AFRES) will inactivate. The Wing's F-16 aircraft will be redistributed or retire. Headquarters, 10th Air Force (AFRES), will relocate to Naval Air Station Fort Worth, Joint Reserve Base, Texas.

Justification: Due to Air Force Reserve fighter force drawdown, the Air Force Reserve has an excess of F-16 fighter locations. The closure of Bergstrom ARB is the most cost effective option for the Air Force Reserve. The relocation of Headquarters, 10th Air Force to NAS Fort Worth will also collocate the unit with one of its major subordinate units.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$13.3 million. The net of all costs and savings during the implementation period is a savings of \$93.4 million. Annual recurring savings after implementation are \$20.9 million with an immediate return on investment. The net present value of the costs and savings over 20 years is a savings of \$291.4 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 954 jobs (585 direct jobs and 369 indirect jobs) over the 1996-to-2001 period in the Austin, Texas Metropolitan Statistical Area, which is 0.2 percent of the area's employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.2 percent of employment in the Austin, Texas Metropolitan Statistical Area. Review of demographic data projects no negative impact on recruiting. Environmental impact from this action is minimal and ongoing restoration of Bergstrom ARB will continue.

Brooks Air Force Base, Texas

Recommendation: Close Brooks AFB. The Human Systems Center, including the School of Aerospace Medicine and Armstrong Laboratory, will relocate to Wright-Patterson AFB, Ohio, however, some portion of the Manpower and Personnel function, and the Air Force Drug Test laboratory, may relocate to other locations. The 68th Intelligence Squadron will relocate to Kelly AFB, Texas. The Air Force Center for Environmental Excellence will relocate to Tyndall AFB, Florida. The 710th Intelligence Flight (AFRES) will relocate to Lackland AFB, Texas. The hyperbaric chamber operation, including associated personnel, will relocate to Lackland AFB, Texas. All activities and facilities at the base including family housing and the medical facility will close.

Justification: The Air Force has more laboratory capacity than necessary to support current and projected Air Force research requirements. When compared to the attributes desirable in laboratory activities, the Armstrong Lab and Human Systems Center operations at Brooks AFB contributed less to Air Force needs as measured by such areas as workload requirements, facilities, and personnel. As an installation, Brooks AFB ranked lower than the other bases in the Laboratory and Product Center subcategory.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$185.5 million. The net of all costs and savings during the implementation period is a cost of \$138.7 million. Annual recurring savings after implementation are \$27.4 million with a return on investment expected in seven years. The net present value of the costs and savings over 20 years is a savings of \$142.1 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 7,879 jobs (3,759 direct jobs and 4,120 indirect jobs) over the 1996-to-2001 period in the San Antonio, Texas Metropolitan Statistical Area, which is 1.1 percent of the economic area's employment. The cumulative economic impact of all BRAC 95 recommendations, including the relocation of some Air Force activities into the San Antonio area, and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.9 percent of employment in the economic area. Environmental impact from this action is minimal and ongoing restoration of Brooks AFB will continue.

Reese Air Force Base, Texas

Recommendation: Close Reese AFB. The 64th Flying Training Wing will inactivate and its assigned aircraft will be redistributed or retired. All activities and facilities at the base including family housing and the hospital will close.

Justification: The Air Force has more Undergraduate Flying Training (UFT) bases than necessary to support Air Force pilot training requirements consistent with the Department of Defense (DoD) Force Structure Plan. When all eight criteria are applied to the bases in the UFT category, Reese AFB ranks low relative to the other bases in the category. Reese AFB ranked lower when compared to other UFT bases when evaluated on such factors as weather (e.g., crosswinds, density altitude) and airspace availability (e.g., amount of airspace available for training, distance to training areas). Reese AFB was also recommended for closure in each alternative recommended by the DoD Joint Cross-Service Group for Undergraduate Pilot Training.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$37.3 million. The net of all costs and savings during the implementation period is a savings of \$51.9 million. Annual recurring savings after implementation are \$21.5 million with a return on investment expected in two years. The net present value of the costs and savings over 20 years is a savings of \$256.8 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 2,891 jobs (2,083 direct jobs and 808 indirect jobs) over the 1996-to-2001 period in the Lubbock, Texas Metropolitan Statistical Area, which is 2.2 percent of the economic area's employment. Environmental impact from this action is minimal and ongoing restoration of Reese AFB will continue.

Onizuka Air Station, California

Recommendation: Realign Onizuka AS. The 750th Space Group will inactivate and its functions will relocate to Falcon AFB, Colorado. Detachment 2, Space and Missile Systems Center (AFMC) will relocate to Falcon AFB, Colorado. Some tenants will remain in existing facilities. All activities and facilities associated with the 750th Space Group including family housing and the clinic will close.

Justification: The Air Force has one more satellite control installation than is needed to support projected future Air Force satellite control requirements consistent with the Department of Defense (DoD) Force Structure Plan. When all eight criteria are applied to the bases in the Satellite Control subcategory, Onizuka AS ranked lower than the other base in the subcategory. Among other factors, Falcon AFB has superior protection against current and future electronic encroachment, reduced risks associated with security and mission-disrupting contingencies, and significantly higher closure costs.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$124.2 million. The net of all costs and savings during the implementation period is a cost of \$125.7 million. Annual recurring savings after

implementation are \$30.3 million with a return on investment expected in eight years. The net present value of the costs and savings over 20 years is a savings of \$181.6 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 2,969 jobs (1,875 direct jobs and 1,094 indirect jobs) over the 1996-to-2001 period in the San Jose, California, Primary Metropolitan Statistical Area, which is 0.3 percent of the economic area's employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.5 percent of employment in the economic area. Environmental impact from this action is minimal and ongoing restoration of Onizuka AS will continue.

Eglin Air Force Base, Florida

Recommendation: Realign Eglin AFB, Florida. The Electromagnetic Test Environment (EMTE), consisting of eight Electronic Combat (EC) threat simulator systems and two EC pod systems will relocate to the Nellis AFB Complex, Nevada. Those emitter-only systems at the Air Force Development Test Center (AFDTC) at Eglin AFB necessary to support Air Force Special Operations Command (AFSOC), the USAF Air Warfare Center, and Air Force Materiel Command Armaments/Weapons Test and Evaluation activities will be retained. All other activities and facilities associated with Eglin will remain open.

Justification: Air Force EC open air range workload requirements can be satisfied by one range. Available capacity exists at the Nellis AFB Complex to absorb EMTE's projected EC workload. To ensure the Air Force retains the capability to effectively test and realistically train in the Armaments/Weapons functional category, necessary emitter-only threat systems will remain at Eglin AFB. This action is consistent with Air Force and DoD efforts to consolidate workload where possible to achieve cost and mission efficiencies.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$2.2 million. The net of all costs and savings during the implementation period is a savings of \$6.3 million. Annual recurring savings after implementation are \$2.6 million with a return on investment expected in one year. The net present value of the costs and savings over 20 years is a savings of \$31.4 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 85 jobs (52 direct jobs and 33 indirect jobs) over the 1996-to-2001 period in the Fort Walton Beach, Florida Metropolitan Statistical Area, which is 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations, including the relocation of some Air Force activities into the Fort Walton Beach, Florida Metropolitan Statistical Area, and all prior-round BRAC actions in the

economic area over the 1994-to-2001 period could result in a maximum potential increase equal to 1.3 percent of employment in the economic area. Environmental impact from this action is minimal, and ongoing restoration of Eglin AFB will continue.

Malmstrom Air Force Base, Montana

Recommendation: Realign Malmstrom AFB. The 43rd Air Refueling Group and its KC-135 aircraft will relocate to MacDill AFB, Florida. All fixed-wing aircraft flying operations at Malmstrom AFB will cease and the airfield will be closed. A small airfield operational area will continue to be available to support the helicopter operations of the 40th Rescue Flight which will remain to support missile wing operations. All base activities and facilities associated with the 341st Missile Wing will remain.

Justification: Although the missile field at Malmstrom AFB ranked very high, its airfield resources can efficiently support only a small number of tanker aircraft. Its ability to support other large aircraft missions (bomber and airlift) is limited and closure of the airfield will generate substantial savings.

During the 1995 process, the Air Force analysis highlighted a shortage of refueling aircraft in the southeastern United States. The OSD direction to support the Unified Commands located at MacDill AFB creates an opportunity to relocate a tanker unit from the greater tanker resources of the northwestern United States to the southeast. Movement of the refueling unit from Malmstrom AFB to MacDill AFB will also maximize the cost-effectiveness of that airfield.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$17.4 million. The net of all costs and savings during the implementation period is a savings of \$5.2 million. Annual recurring savings after implementation are \$5.1 million with a return on investment expected in four years. The net present value of the costs and savings over 20 years is a savings of \$54.3 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 1,013 jobs (779 direct jobs and 234 indirect jobs) over the 1996-to-2001 period in the Great Falls, Montana Metropolitan Statistical Area, which is 2.3 percent of the economic area's employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 2.3 percent of employment in the economic area. Environmental impact from this action is minimal and ongoing restoration of Malmstrom AFB will continue.

Kirtland Air Force Base, New Mexico

Recommendation: Realign Kirtland AFB. The 58th Special Operations Wing will relocate to Holloman AFB, New Mexico. The AF Operational Test and Evaluation Center (AFOTEC) will relocate to Eglin AFB, Florida. The AF Office of Security Police (AFOSP) will relocate to Lackland AFB, Texas. The AF Inspection Agency and the AF Safety Agency will relocate to Kelly AFB, Texas. The Defense Nuclear Agency (DNA) will relocate to Kelly AFB, Texas (Field Command) and Nellis AFB, Nevada (High Explosive Testing). Some DNA personnel (Radiation Simulator operations) will remain in place. The Phillips Laboratory and the 898th Munitions Squadron will remain in cantonment. The AFRES and ANG activities will remain in existing facilities. The 377th ABW inactivates and all other activities and facilities at Kirtland AFB, including family housing will close. Air Force medical activities located in the Veterans Administration Hospital will terminate.

Justification: As an installation, Kirtland AFB rated low relative to other bases in the Laboratory and Product Center subcategory when all eight selection criteria were considered. The Laboratory Joint Cross-Service Group, however, gave the Phillips Laboratory operation a high functional value. This realignment will close most of the base, but retain the Phillips Laboratory, which has a high functional value and the 898th Munitions Squadron, which is not practical to relocate. Both of these activities are capable of operating with minimal military support. Also, the Sandia National Laboratory can be cantoned in its present location. This approach reduces infrastructure and produces significant annual savings, while maintaining those activities essential to the Air Force and the Department of Defense.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$277.5 million. The net of all costs and savings during the implementation period is a cost of \$158.8 million. Annual recurring savings after implementation are \$62 million with a return on investment expected in three years. The net present value of the costs and savings over 20 years is a savings of \$464.5 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 11,916 jobs (6,850 direct jobs and 5,066 indirect jobs) over the 1996-to-2001 period in the Bernallio County, New Mexico economic area, which is 3.6 percent of the economic area's employment. Environmental impact from this action is minimal and ongoing restoration of Kirtland AFB will continue.

Grand Forks Air Force Base, North Dakota

Recommendation: Realign Grand Forks AFB. The 321st Missile Group will inactivate, unless prior to December 1996, the Secretary of Defense determines that the need to retain

ballistic missile defense (BMD) options effectively precludes this action. If the Secretary of Defense makes such a determination, Minot AFB, North Dakota, will be realigned and the 91st Missile Group will inactivate.

If Grand Forks AFB is realigned, the 321st Missile Group will inactivate. Minuteman III missiles will relocate to Malmstrom AFB, Montana, be maintained at depot facilities, or be retired. A small number of silo launchers at Grand Forks may be retained if required. The 319th Air Refueling Wing will remain in place. All activities and facilities at the base associated with the 319th Air Refueling Wing, including family housing, the hospital, commissary, and base exchange will remain open.

If Minot AFB is realigned, the 91st Missile Group will inactivate. Minuteman III missiles will relocate to Malmstrom AFB, Montana, be maintained at depot facilities, or be retired. The 5th Bomb Wing will remain in place. All activities and facilities at the base associated with the 5th Bomb Wing, including family housing, the hospital, commissary, and base exchange will remain open.

Justification: A reduction in ICBM force structure requires the inactivation of one missile group within the Air Force. The missile field at Grand Forks AFB ranked lowest due to operational concerns resulting from local geographic, geologic, and facility characteristics. Grand Forks AFB also ranked low when all eight criteria are applied to bases in the large aircraft subcategory. The airfield will be retained to satisfy operational requirements and maintain consolidated tanker resources.

If the Secretary of Defense determines that the need to retain BMD options effectively precludes realigning Grand Forks, then Minot AFB will be realigned. The missile field at Minot AFB ranked next lowest due to operational concerns resulting from spacing, ranging and geological characteristics. Minot AFB ranked in the middle tier when all eight criteria are applied to bases in the large aircraft subcategory. The airfield will be retained to satisfy operational requirements.

Return on Investment: For Grand Forks, the total estimated one-time cost to implement this recommendation is \$11.9 million. The net of all costs and savings during the implementation period is a savings of \$111.8 million. Annual recurring savings after implementation are \$35.2 million with an immediate return on investment. The net present value of the costs and savings over 20 years is a savings of \$447.0 million. Savings associated with the inactivation of a missile field were previously programmed in the Air Force budget.

Return on Investment: If Minot AFB is selected, the total estimated one-time cost to implement this recommendation is \$12.0 million. The net of all costs and savings during the

implementation period is a savings of \$114.8 million. Annual recurring savings after implementation are \$36.1 million with an immediate return on investment. The net present value of the costs and savings over 20 years is a savings of \$458.6 million. Savings associated with the closure of a missile field were previously programmed in the Air Force budget.

Impacts: For Grand Forks AFB, assuming no economic recovery, this recommendation could result in a maximum potential reduction of 2,113 jobs (1,625 direct jobs and 488 indirect jobs) over the 1996-to-2001 period in the Grand Forks County, North Dakota economic area, which is 4.7 percent of the economic area's employment. Environmental impact from this action is minimal and ongoing restoration at Grand Forks AFB will continue.

Impacts: If Minot is selected, assuming no economic recovery, this recommendation could result in a maximum potential reduction of 2,172 jobs (1,666 direct jobs and 506 indirect jobs) over the 1996-to-2001 period in the Minot County, North Dakota economic area, which is 6.1 percent of the economic area's employment. Environmental impact from this action is minimal and ongoing restoration at Minot AFB will continue.

Hill Air Force Base, Utah

Recommendation: Realign Hill AFB, Utah. The permanent Air Force Materiel Command (AFMC) test range activity at Utah Test and Training Range (UTTR) will be disestablished. Management responsibility for operation of the UTTR will transfer from AFMC to Air Combat Command (ACC). Personnel, equipment and systems required for use by ACC to support the training range will be transferred to ACC. Additional AFMC manpower associated with operation of the range will be eliminated. Some armament/weapons Test and Evaluation (T& E) workload will transfer to the Air Force Development Test Center (AFDTC), Eglin AFB, Florida, and the Air Force Flight Test Center (AFFTC), Edwards AFB, California.

Justification: Most of the current T&E activities can be accomplished at other T&E activities (AFFTC and AFDTC). Disestablishing the AFMC test range activities and transferring the range to ACC will reduce excess T&E capacity within the Air Force. Retaining the range as a training range will preserve the considerable training value offered by the range and is consistent with the current 82 percent training use of the range. Retention of the range as a training facility will also allow large footprint weapons to undergo test and evaluation using mobile equipment.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$3.2 million. The net of all costs and savings during the implementation period is a savings of \$62.4 million. Annual recurring savings after implementation are

\$12.4 million with an immediate return on investment. The net present value of the costs and savings over 20 years is a savings of \$179.9 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 168 jobs (104 direct jobs and 64 indirect jobs) over the 1996-to-2001 period in the Tooele County, Utah economic area, which is 1.3 percent of the economic area's employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 36.6 percent of employment in the economic area. Environmental impact from this action is minimal and ongoing restoration of the UTTR will continue.

Air Logistics Centers

Recommendation: Realign the Air Logistics Centers (ALC) at Hill AFB, Utah; Kelly AFB, Texas; McClellan AFB, California; Robins AFB, Georgia; and Tinker AFB, Oklahoma. Consolidate the followings workloads at the designated receiver locations:

Commodity/Workload	Receiving Locations
Composites and plastics	SM-ALC, McClellan AFB
Hydraulics	SM-ALC, McClellan AFB
Tubing manufacturing	WR-ALC, Robins AFB
Airborne electronic automatic	WR-ALC, Robins AFB, OC-
equipment software	ALC, Tinker AFB, OO-ALC,
	Hill AFB
Sheet metal repair and manufacturing	OO-ALC, Hill AFB, WR-
	ALC, Robins AFB
Machining manufacturing	OC-ALC, Tinker AFB, WR-
	ALC, Robins AFB
Foundry operations	SA-ALC, Kelly AFB, OO-
	ALC, Hill AFB
Instruments/displays	SM-ALC, McClellan AFB
	(some unique work remains
	at OO-ALC, Hill AFB and
	WR-ALC, Robins AFB)
Airborne electronics	WR-ALC, Robins AFB, OC-
	ALC, Tinker AFB, OO-ALC,
	Hill AFB
Electronic manufacturing	WR-ALC, Robins AFB
(printed wire boards)	

Electrical/mechanical support equipment Injection molding Industrial plant equipment software Plating SM-ALC, McClellan AFB
SM-ALC, McClellan AFB
SA-ALC, Kelly AFB
OC-ALC, Tinker AFB, OOALC, Hill AFB, SA-ALC,
Kelly AFB, WR-ALC, Robins
AFB

Move the required equipment and any required personnel to the receiving location. These actions will create or strengthen Technical Repair Centers at the receiving locations in the respective commodities. Minimal workload in each of the commodities may continue to be performed at the other ALCs as required.

Justification: Reductions in force structure have resulted in excess depot maintenance capacity across Air Force depots. The recommended realignments will consolidate production lines and move workload to a minimum number of locations, allowing the reduction of personnel, infrastructure, and other costs. The net effect of the realignments is to transfer approximately 3.5 million direct labor hours and to eliminate 37 product lines across the five depots. These actions will allow the Air Force to demolish or mothball facilities, or to make them available for use by other agencies. These consolidations will reduce excess capacity, enhance efficiencies, and produce substantial cost savings without the extraordinary one-time costs associated with closing a single depot.

This action is part of a broader Air Force effort to downsize, reduce depot capacity and infrastructure, and achieve cost savings in a financially prudent manner consistent with mission requirements. Programmed work reductions, downsizing through contracting or transfer to other Service depots, and the consolidation of workloads recommended above result in the reduction of real property infrastructure equal to 1.5 depots, and a reduction in manhour capacity equivalent to about two depots. The proposed moves also make available over 25 million cubic feet of space to the Defense Logistics Agency for storage and other purposes, plus space to accept part of the Defense Nuclear Agency and other displaced Air Force missions. This approach enhances the cost effectiveness of the overall Department of Defense's closure and realignment recommendations. The downsizing of all depots is consistent with DoD efforts to reduce excess maintenance capacity, reduce cost, improve efficiency of depot management, and increase contractor support for DoD requirements.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$183 million. The net of all costs and savings during the implementation period is a savings of \$138.7 million. Annual recurring savings after implementation are \$89 million with a return on investment expected in two years. The net present value of the costs and savings over 20 years is a savings of \$991.2 million.

TINKER

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 3,040 jobs (1,180 direct jobs and 1,860 indirect jobs) over the 1996-to-2001 period in the Oklahoma City, Oklahoma Metropolitan Statistical Area, which is 0.5 percent of the economic area's employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.3 percent of employment in the economic area. Environmental impact from this action is minimal and ongoing restoration of Tinker AFB will continue.

ROBINS

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 1,168 jobs (534 direct jobs and 634 indirect jobs) over the 1996-to-2001 period in the Macon, Georgia Metropolitan Statistical Area, which is 0.7 percent of the economic area's employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.7 percent of employment in the economic area. Environmental impact from this action is minimal and ongoing restoration of Robins AFB will continue.

KELLY

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 1,446 jobs (555 direct jobs and 891 indirect jobs) over the 1996-to-2001 period in the San Antonio, Texas Metropolitan Statistical Area, which is 0.2 percent of the economic area's employment. The cumulative economic impact of all BRAC 95 recommendations, including the relocation of some Air Force activities into the San Antonio area, and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.9 percent of employment in the economic area. Environmental impact from this action is minimal and ongoing restoration will continue.

McCLELLAN and HILL

Impacts: The recommendations pertaining to consolidations of workloads at these two centers are not anticipated to result in employment losses or significant environmental impact.

Moffett Federal Airfield Air Guard Station, California

Recommendation: Close Moffett Federal Airfield Air Guard Station. Relocate the 129th Rescue Group and associated aircraft to McClellan AFB, California.

Justification: At Moffett Federal Airfield, the 129th Rescue Group (RQG) provides manpower for the airfield's crash, fire and rescue, air traffic control, and security police services, and pays a portion of the total associated costs. The ANG also pays a share of other base operating support costs. These costs to the ANG have risen significantly since NAS Moffett realigned to Moffett Federal Airfield, and can be avoided if the unit is moved to an active duty airfield.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$15.2 million. The net of all costs and savings during the implementation period is a savings of \$4.4 million. Annual recurring savings after implementation are \$4.8 million with a return on investment expected in four years. The net present value of the costs and savings over 20 years is a savings of \$50.1 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 507 jobs (318 direct jobs and 189 indirect jobs) over the 1996-to-2001 period in the San Jose, California Primary Metropolitan Statistical Area, which is 0.1 percent of the economic area's employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.5 percent of employment in the economic area. Review of demographic data projects no negative impact on recruiting. This action will have minimal environmental impact.

Real-Time Digitally Controlled Analyzer Processor Activity, Buffalo, New York

Recommendation: Disestablish the Real-Time Digitally Controlled Analyzer Processor activity (REDCAP) at Buffalo, New York. Required test activities and necessary support equipment will be relocated to the Air Force Flight Test Center (AFFTC) at Edwards AFB, California. Any remaining equipment will be disposed of.

Justification: The Test and Evaluation Joint Cross-Service Group (JCSG) recommended that REDCAP's capabilities be relocated to an existing facility at an installation with a Major Range and Test Facility Base (MRTFB) open air range. Projected workload for REDCAP is only 10 percent of its available capacity. AFFTC has capacity sufficient to absorb

REDCAP's workload. REDCAP's basic hardware-in-the-loop infrastructure is duplicated at other Air Force T&E facilities. This action achieves significant cost savings and workload consolidation.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$1.7 million. The net of all costs and savings during the implementation period is a savings of \$1.9 million. Annual recurring savings after implementation are \$0.9 million with a return on investment expected in one year. The net present value of the costs and savings over 20 years is a savings of \$11.0 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 5 jobs (3 direct jobs and 2 indirect jobs) over the 1996-to-2001 period in the Erie County, New York economic area, which is less than 0.1 percent of economic area employment. This action will have minimal environmental impact.

Air Force Electronic Warfare Evaluation Simulator Activity, Fort Worth, Texas

Recommendation: Disestablish the Air Force Electronic Warfare Evaluation Simulator (AFEWES) activity in Fort Worth. Essential AFEWES capabilities and the required test activities will relocate to the Air Force Flight Test Center (AFFTC), Edwards AFB, California. Workload and selected equipment from AFEWES will be transferred to AFFTC. AFEWES will be disestablished and any remaining equipment will be disposed of.

Justification: The Test and Evaluation Joint Cross-Service Group (JCSG) recommended that AFEWES's capabilities be relocated to an existing facility at an installation possessing a Major Range and Test Facility Base (MRTFB) open air range. Projected workload for AFEWES was only 28 percent of its available capacity. Available capacity at AFFTC is sufficient to absorb AFEWES's workload. AFEWES's basic hardware-in-the-loop infrastructure is duplicated at other Air Force Test and Evaluation facilities. This action achieves significant cost savings and workload consolidation.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$5.8 million. The net of all costs and savings during the implementation period is a cost of \$2.6 million. Annual recurring savings after implementation are \$0.8 million with a return on investment expected in seven years. The net present value of the costs and savings over 20 years is a savings of \$5.8 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 9 jobs (5 direct jobs and 4 indirect jobs) over the 1996-to-2001 period in the Fort Worth-Arlington, Texas Primary Metropolitan Statistical Area, which is less than 0.1 percent of the economic area's employment. This action will have minimal environmental impact.

Williams Air Force Base, Arizona

Recommendation: Change the recommendation of the 1991 Commission regarding the relocation of Williams AFB's Armstrong Laboratory Aircrew Training Research Facility to Orlando, Florida, as follows: The Armstrong Laboratory Aircrew Training Research Facility at Mesa, Arizona, will remain at its present location as a stand-alone activity.

Justification: The 1991 Defense Base Closure and Realignment Commission recommended that the Armstrong Laboratory Aircrew Training Research Facility located at Williams AFB, Arizona, be relocated to Orlando, Florida. This recommendation, was based on assumptions regarding Navy training activities and the availability of facilities. Subsequent to that Commission's report, it was discovered that the facilities were not available at the estimated cost. In addition, Navy actions in the 1993 BRAC reduced the pilot resources necessary for this facility's work.

In light of these changes, the Air Force recommends the activity remain at its current location. First, it is largely a civilian operation that is well-suited to remain in a stand-alone configuration. It has operated in that capacity since the closure of the rest of Williams AFB in September 1993. Second, its proximity to Luke AFB provides a ready source of fighter aircraft pilots who can support the research activities as consultants and subjects. Third, the present facilities are consolidated and well-suited to the research activities, including a large secure facility. Finally, the activities are consistent with the community's plans for redevelopment of the Williams AFB property, including a university and research park.

Return on Investment: The total estimated one-time cost to implement this recommendation is zero. The net of all costs and savings during the implementation period is a savings of \$18.4 million. Annual recurring savings after implementation are \$0.3 million with an immediate return on investment. The net present value of the costs and savings over 20 years is a savings of \$21.0 million.

Impacts: Since this action affects unexecuted relocations resulting from prior BRAC recommendations, it causes no net change in employment in the Orange, Osceola, and Seminole, Florida counties economic area. As a result of Armstrong Laboratory being retained at Mesa, Arizona, this action results in the retention of 38 direct jobs the Phoenix-Mesa, Arizona Metropolitan Statistical Area.

Lowry Air Force Base, Colorado

Recommendation: Change the recommendation of the 1991 Commission regarding the cantonment of the 1001st Space Support Squadron at the Lowry Support Center as follows: Inactivate the 1001st Space Systems Squadron, now designated Detachment 1, Space Systems Support Group (SSSG). Some Detachment 1 personnel and equipment will relocate to Peterson AFB, Colorado, under the Space Systems Support Group while the remainder of the positions will be eliminated.

Justification: The 1991 Commission recommended that the 1001st Space Systems Squadron, now designated Detachment 1, SSSG, be retained in a cantonment area at the Lowry Support Center. Air Force Materiel Command is consolidating space and warning systems software support at the SSSG at Peterson AFB. The inactivation of Detachment 1, SSSG, and movement of its functions will further consolidate software support at Peterson AFB, and result in the elimination of some personnel positions and cost savings.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$1.7 million. The net of all costs and savings during the implementation period is a savings of \$10.9 million. Annual recurring savings after implementation are \$3.0 million with a return on investment expected in one year. The net present value of the costs and savings over 20 years is a savings of \$39.0 million.

Impacts: Assuming no economic recovery, this recommendation could result in a potential reduction of 135 jobs (89 direct jobs and 46 indirect jobs) over the 1996 to 2001 in the Denver, Colorado Primary Metropolitan Statistical Area, which is less than 0.1 percent of economic area's employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the Denver, Colorado Primary Metropolitan Statistical Area in the 1994 to 2001 period could result in a potential decrease equal to 0.8 percent of employment in the economic area. Environmental impact from this action is minimal and ongoing restoration of Lowry AFB will continue.

Homestead Air Force Base, Florida 301st Rescue Squadron (AFRES)

Recommendation: Change the recommendation of the 1993 Commission regarding Homestead AFB as follows: Redirect the 301st Rescue Squadron (AFRES) with its associated aircraft to relocate to Patrick AFB, Florida.

Justification: The 301st Rescue Squadron (RQS) is temporarily located at Patrick AFB, pending reconstruction of its facilities at Homestead AFB which were destroyed by Hurricane Andrew. As part of the initiative to have reserve forces assume a greater role in DoD

peacetime missions, the 301st RQS has assumed primary responsibility for Space Shuttle support and range clearing operations at Patrick AFB. This reduces mission load on the active duty force structure. Although the 301st RQS could perform this duty from the Homestead Air Reserve Station, doing so would require expensive temporary duty arrangements, extensive scheduling difficulties, and the dislocation of the unit's mission from its beddown site. The redirect will enable the Air Force to perform this mission more efficiently and at less cost, with less disruption to the unit and mission.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$4.6 million. The net of all costs and savings during the implementation period is a savings of \$1.5 million. Annual recurring savings after implementation are \$1.5 million with a return on investment expected in four years. The net present value of the costs and savings over 20 years is a savings of \$15.4 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 341 jobs (214 direct jobs and 127 indirect jobs) over the 1996-to-2001 period in the Miami, Florida Primary Metropolitan Statistical Area, which is less than 0.1 percent of economic area employment. Review of demographic data projects no negative impact on recruiting. There will be minimal environmental impact from this action at Homestead or Patrick Air Force Bases.

Homestead Air Force Base, Florida 726th Air Control Squadron

Recommendation: Change the recommendation of the 1993 Commission regarding the relocation of the 726th Air Control Squadron (ACS) from Homestead AFB to Shaw AFB, South Carolina, as follows: Redirect the 726th ACS to Mountain Home AFB, Idaho.

Justification: The 726th ACS was permanently assigned to Homestead AFB. In the aftermath of Hurricane Andrew, the 726th ACS was temporarily moved to Shaw AFB, as the first available site for that unit. In March 1993, the Secretary of Defense recommended the closure of Homestead AFB and the permanent beddown of the 726th ACS at Shaw AFB. Since the 1993 Commission agreed with that recommendation, experience has shown that Shaw AFB does not provide adequate radar coverage of training airspace needed to support the training mission and sustained combat readiness.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$7.4 million. The net of all costs and savings during the implementation period is a savings of \$2.3 million. Annual recurring savings after implementation are \$0.23 million with an immediate return on investment. The net present value of the costs and savings over 20 years is a savings of \$4.6 million.

Impacts: This action affects temporary relocations resulting from prior BRAC recommendations. Assuming no economic recovery, this recommendation could result in a potential reduction of 163 jobs (126 direct jobs and 37 indirect jobs) over the 1996 to 2001 period in the Sumter, South Carolina Metropolitan Statistical Area which is 0.3 percent of the economic area's employment. Environmental impact from this action is minimal and ongoing restoration will continue.

MacDill Air Force Base, Florida

Recommendation: Change the recommendations of the 1991 and 1993 Commissions regarding the closure and transfer of the MacDill AFB airfield to the Department of Commerce (DoC) as follows: Redirect the retention of the MacDill airfield as part of MacDill AFB. The Air Force will continue to operate the runway and its associated activities. DoC will remain as a tenant.

Justification: Since the 1993 Commission, the Deputy Secretary of Defense and the Chairman of the Joint Chiefs of Staff have validated airfield requirements of the two Unified Commands at MacDill AFB and the Air Force has the responsibility to support those requirements. Studies indicate that Tampa International Airport cannot support the Unified Commands' airfield needs. These validated DoD requirements will constitute approximately 95 percent of the planned airfield operations and associated costs. Given the requirement to support the vast majority of airfield operations, it is more efficient for the Air Force to operate the airfield from the existing active duty support base. Additional cost savings will be achieved when the KC-135 aircraft and associated personnel are relocated from Malmstrom AFB in an associated action.

Return on Investment: The cost and savings data associated with this redirect are reflected in the Malmstrom AFB realignment recommendation. There will be no costs to implement this action, even if the Malmstrom AFB action does not occur, compared to Air Force support of a DoC-owned airfield.

Impacts: There is no economic or environmental impact associated with this action.

Griffiss Air Force Base, New York Airfield Support for 10th Infantry (Light) Division

Recommendation: Change the recommendation of the 1993 Commission regarding support of the 10th Infantry (Light) Division, Fort Drum, New York, at Griffiss AFB, as follows: Close the minimum essential airfield that was to be maintained by a contractor at Griffiss

AFB and provide the mobility/contingency/training support to the 10th Infantry (Light) Division from the Fort Drum airfield. Mission essential equipment from the minimum essential airfield at Griffiss AFB will transfer to Fort Drum.

Justification: Operation of the minimum essential airfield to support Fort Drum operations after the closure of Griffiss AFB has proven to far exceed earlier cost estimates. Significant recurring operations and maintenance savings can be achieved by moving the mobility/contingency/training support for the 10th Infantry (Light) Division to Fort Drum and closing the minimum essential airfield operation at Griffiss. This redirect will permit the Air Force to meet the mobility/contingency/training support requirements of the 10th Infantry (Light) Division at a reduced cost to the Air Force. Having airfield support at its home location will improve 10th Infantry (Light) Division's response capabilities, and will avoid the necessity of traveling significant distances, sometimes during winter weather, to its mobility support location. Support at Fort Drum can be accomplished by improvement of the existing Fort Drum airfield and facilities

Return on Investment: The total estimated one-time cost to implement this recommendation is \$51.3 million. The net of all costs and savings during the implementation period is a cost of \$12.9 million. Annual recurring savings after implementation are \$12.7 million with a return on investment expected in five years. The net present value of the costs and savings over 20 years is a savings of \$110.8 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 216 jobs (150 direct jobs and 66 indirect jobs) over the 1996 to 2001 period in the Utica-Rome, New York Metropolitan Statistical Area, which is 0.1 percent of economic area employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the economic area over the 1994 to 2001 period could result in a maximum potential increase equal to 6.2 percent of the employment in the economic area. Environmental impact will be minimal; ongoing restoration will continue.

Griffiss Air Force Base, New York 485th Engineering Installation Group

Recommendation: Change the recommendation of the 1993 Commission regarding the transfer of the 485th Engineering Installation Group (EIG) from Griffiss AFB, New York, to Hill AFB, Utah, as follows: Inactivate the 485th EIG. Transfer its engineering functions to the 38th EIG at Tinker AFB, Oklahoma. Transfer its installation function to the 838th Electronic Installation Squadron (EIS) at Kelly AFB, Texas, and to the 938th EIS, McClellan AFB, California.

Justification: Reorganization of the installation and engineering functions will achieve additional personnel overhead savings by inactivating the 485th EIG and redistributing the remaining activities to other units. The originally planned receiver site for the 485th EIG at Hill AFB has proven to require costly renovation. This redirect avoids these additional, unforeseen costs while providing a more efficient allocation of work.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$0.5 million. The net of all costs and savings during the implementation period is a savings of \$26.8 million. Annual recurring savings after implementation are \$2.9 million with an immediate return on investment. The net present value of the costs and savings over 20 years is a savings of \$53.6 million.

Impacts: Since this action affects unexecuted relocations resulting from prior BRAC recommendations, it causes no net change in employment in the Salt Lake City-Ogden, Utah, Metropolitan Statistical Area. However, the anticipated 0.2 percent increase in the employment base in this economic area will not occur. There will be no environmental impact from this action at Hill Air Force Base, and minimal environmental impact at Kelly AFB, Tinker AFB, and McClellan AFB.

Defense Logistics Agency (DLA)

Summary of Selection Process

Introduction

The Defense Logistics Agency (DLA) 1995 Base Realignment and Closure study process was guided by existing legislation, the DoD Force Structure Plan and by Department of Defense policy. As DLA is not directly identified in the DoD Force Structure Plan, Concepts of Operations were developed to translate the effects of the Force Structure Plan within the Agency's mission planning.

The Director, DLA established a Base Realignment and Closure Executive Group comprised of appropriate senior executives from the Agency's business and staff areas. The Group included both senior level civilian and military personnel, and was chaired by the Principal Deputy Director.

The Executive Group served as senior advisors to direct the 1995 study effort and present activity realignment and closure candidates for the Director's final recommendation to the Secretary of Defense. A BRAC Working Group was also established under the direction of the Executive Group. The Working Group developed analytical tools, collected and analyzed certified data, developed and evaluated alternative scenarios for Executive Group consideration, conducted sensitivity analyses, and compiled documentation to support the final recommendations.

The DLA BRAC analysis process ensured that all of the Agency's activities were evaluated fairly and equitably. Formal charters were developed for the Executive Group and the Working Group, and audit and internal control plans were developed to document the collection and use of accurate certified data.

The Selection Process

The Executive Group aggregated activities into categories and subcategories based on similarity of mission, capabilities, and attributes. From these, the following categories were defined: Distribution Depots, Inventory Control Points, Service/Support, and Command and Control Activities. Subcategories were defined within the categories to ensure that the activities were evaluated in a fair and consistent manner. Where possible, activities were compared to peers of similar function and size. Also, activities identified for closure as a result of previous BRAC decisions were not evaluated.

Collect Data

Comprehensive data calls were designed to support analysis of excess capacity, military value, and economic, environmental and community impacts with certified data. The data call questionnaires were carefully designed to ensure uniform interpretation of questions, level of detail, and documentation requirements. Sources for the data were specified to the greatest extent practical.

Evaluate Excess Capacity

DLA conducted an excess capacity analysis for each of the BRAC activity categories and subcategories. Where significant amounts of excess capacity were found, these sites could be considered as possible receiver sites in potential realignment recommendations.

Analyze Military Value

The purpose of the military value analysis was to determine the relative ranking of each activity with respect to other activities in the same category or subcategory. OSD provided the Military Departments and the Defense Agencies with a list of selection criteria to be used as part of the military value analysis. The Executive Group determined that more distinctive measures should be developed to assess the military value of DLA activities and developed the Measures of Merit shown below:

Mission Scope (DoD Selection Criteria 1 and 3). The mission assigned to the installation/activity plays an essential role within DoD and additionally benefits non-DoD customers. The functions performed in accomplishing the missions(s) may be unique. The strategic location of the facility and span of control are important to effective mission accomplishment.

Mission Suitability (DoD Selection Criteria 1, 2, 3). The installation/activity supports assigned missions. Suitability includes the age and condition of facilities, quality of life, location, and proximity to transportation links.

Operational Efficiencies (DoD Selection Criteria 2 and 4). The installation/activity's mission is performed economically. Installation/activity operation costs include: transportation, mechanical system, (mechanized material handling equipment, etc.), space utilization, and personnel costs, and facility operating costs.

Expandability (DoD Selection Criteria 1, 2, 3). The installation/activity can accommodate new missions and increased workload, including sustained contingencies. Expandability considerations included requirements for space and infrastructure, community encroachment, and increased workload.

Develop Alternatives

The next step in the analysis sequence was to identify potential realignment or closure candidates and eliminate the remaining activities from further consideration. Military value, in conjunction with military judgment, was the primary consideration in determining prospective realignment or closure candidates. Once an alternative was conceived, it was evaluated for reasonableness and then either refined or abandoned. DLA worked closely with each Military Department during this process to identify and consider potential excess space for joint use, to evaluate the impact of Military Department recommendations on its activities and to ensure that the impact of Military Department recommendations was appropriately factored into the Agency's recommendations.

Analyze Return on Investment

The DLA BRAC Working Group evaluated potential realignment and closure scenarios using the Cost of Base Realignment Actions (COBRA) model. Data for the model consists of DoD standard factors, DLA standard factors, static base data, and scenario-specific data which describes the actions and costs involved in a realignment or closure scenario. DoD standard factors used in the model were developed by a DoD Joint Process Action Team. Agency-wide standard factors were developed from field-certified data and data collected and certified by Headquarters organizations. Activity static information was gathered from field-certified data and OSD policy memo guidance.

Develop Recommendations

After base realignment and closure scenarios were evaluated with the COBRA model, the analysis results were reviewed by the BRAC Working Group and presented to the Executive Group for further consideration.

Each scenario was considered in terms of its overall risk, benefit, and cost to the strategic direction of DLA and the interests of DoD. Based on its review and best military judgment, the Executive Group made individual recommendations to the Director. After the approval of the Director, the recommendations were then returned to the Working Group for economic, community infrastructure, and environmental impact assessments. The Working Group reported its findings to the Executive Group for further consideration as appropriate.

Role of Internal Controls and External Audits

An Internal Control Plan for the collection and analysis of data was developed for the BRAC 95 process. The plan, issued 23 May 1994, was reviewed and approved by the DoD Inspector General (IG) and the General Accounting Office (GAO).

DoDIG personnel were responsible for data validation, and fully participated in the Executive and Working Group meetings and observed the Working Group analysis process.

GAO representatives also participated in the DLA BRAC 95 process and attended Executive Group meetings, observed the Working Group analysis process, and visited selected field activities to observe the data collection and data validation process.

Finalize Recommendations

Upon completion of the impact assessments, recommendations were returned to the Executive Group. The Working Group presented the results of the impact analyses and supported additional Executive Group deliberations. The Executive Group discussed the impact assessments, conducted an extensive review of each recommendation, and approved selected recommendations.

The final approved recommendations were then prepared for inclusion in this report. Preparation included gathering supporting documentation, writing narrative descriptions of the analysis process, and submission to OSD.

Defense Logistics Agency (DLA)

Recommendations and Justificiations

Defense Distribution Depot Memphis, Tennessee (DDMT)

Recommendation: Close Defense Distribution Depot Memphis, Tennessee. Material remaining at DDMT at the time of closure will be relocated to optimum storage space within the DoD Distribution System. As a result of the closure of DDMT, all DLA activity will cease at this location and DDMT will be excess to DLA needs.

Justification: Defense Distribution Depot Memphis, is a Stand-Alone Depot that supports the two large east and west coast depots and is used primarily for storage capability and local area demand. It is also the host for the Memphis complex. The decision to close the Memphis depot was based on declining storage requirements and capacity estimates for FY 01 and on the need to reduce infrastructure within the Agency.

Memphis tied for third place out of the six Stand-Alone Depots in the military value analysis. The higher scores for the Susquehanna and San Joaquin distribution depots in this analysis removed them from further consideration for closure. The variance of only 37 points out of a possible 1,000 between the third and sixth place depots in the military value analysis for this category reinforced the importance of military judgment and compliance with the DLA BRAC 95 Decision Rules in the decision-making process.

A further consideration was the Agency's desire to minimize distribution infrastructure costs. Closure of an entire installation will allow DLA to reduce infrastructure significantly more than disestablishment of a tenant depot (DDCO at Columbus, OH, and DDRV at Richmond, VA). Memphis was rated six out of six in the Installation Military Value analysis. The Columbus installation ranked the highest. The facilities at Richmond are the best maintained of any in DLA. Both Columbus and Richmond take advantage of the synergy of a collocated Inventory Control Point. This closure action conforms to the Decision Rules to maximize the use of shared overhead and make optimum use of retained DLA-operated facilities, while closing an installation.

In addition, the Strategic Analysis of Integrated Logistics Systems (SAILS) model optimized system-wide costs for distribution when the Ogden and Memphis depots were the two Stand-Alone Depots chosen for closure. Sufficient throughput and storage capacity are available in the remaining depots to accommodate projected workload and storage requirements. Closing DDMT is consistent with the DLA BRAC 95 Decision Rules and the Distribution Concept of Operations. Therefore, military judgment determined that it is in the best interest of DLA and DoD to close DDMT.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$85.7 million. The net of all costs and savings during the implementation period is a savings of \$14.8 million. Annual recurring savings after implementation are \$23.8 million with a return on investment expected in three years. The net present value of the costs and savings over 20 years is a savings of \$244.3 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 3,349 jobs (1,300 direct jobs and 2,049 indirect jobs) over the 1996-to-2001 period in the Memphis, Tennessee-Arkansas-Mississippi Metropolitan Statistical Area, which is 0.6 percent of the area's employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the area over the 1994-to-2001 period could result in a maximum potential decrease equal to 1.5 percent of employment in the area.

The Executive Group determined that receiving communities could absorb the additional forces, missions, and personnel proposed, and concluded that environmental considerations do not prohibit this recommendation from being implemented.

Defense Distribution Depot Ogden, Utah (DDOU)

Recommendation: Close Defense Distribution Depot Ogden, Utah, except for a 36,000 square foot cantonment for Army Reserve personnel. Material remaining at DDOU at the time of closure will be relocated to optimum storage space within the DoD Distribution System. As a result of the closure of DDOU, all DLA activity will cease at this location and DDOU will be excess to DLA needs.

Justification: The Defense Distribution Depot Ogden is a Stand-Alone Depot that supports the two large east and west coast depots and is used primarily for storage capability and local area demand. It is also the host for the Ogden complex. The decision to close the Ogden depot was based on declining storage requirements and capacity estimates for FY 01 and on the need to reduce infrastructure within the Agency.

Ogden tied for third place out of the six Stand-Alone Depots in the military value analysis. The higher scores for the Susquehanna and San Joaquin distribution depots in this analysis removed them from further consideration for closure. The variance of only 37 points out of a possible 1,000 between the third and sixth place depots in military value ranking for this category reinforced the importance of compliance with the DLA BRAC 95 Decision Rules and military judgment in the decision-making process.

A further consideration was DLA's desire to minimize distribution infrastructure costs. Closure of an entire installation will allow DLA to reduce infrastructure significantly

more than disestablishment of a tenant depot (DDCO at Columbus, OH, and DDRV at Richmond, VA). The Ogden depot was rated five of six in the Military Value Installation analysis. The Columbus installation ranked the highest. The facilities at Richmond are the best maintained of any in DLA. Both Columbus and Richmond take advantage of the synergy of a collocated Inventory Control Point. This action conforms to the DLA Decision Rules to maximize the use of shared overhead and make optimum use of retained DLA-operated facilities while closing an installation.

In addition, the Strategic Analysis of Integrated Logistics Systems (SAILS) model optimized system-wide costs for Distribution when Ogden and Memphis were the two Stand-Alone Depots chosen for closure. Sufficient throughput and storage capacity are available in the remaining depots to accommodate projected workload. Closing the Ogden depot is consistent with the DLA BRAC 95 Decision Rules and the Distribution Concept of Operations. Military judgment determined that it is in the best interest of DLA and DoD to close DDOU.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$110.8 million. The net of all costs and savings during the implementation period is a cost of \$27.8 million. Annual recurring savings after implementation are \$21.3 million with a return on investment expected in four years. The net present value of the costs and savings over 20 years is a savings of \$180.9 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 2,947 jobs (1,113 direct jobs and 1,834 indirect jobs) over the 1996-to-2001 period in the Salt Lake City-Ogden, Utah Metropolitan Statistical Area, which is 0.4 percent of the area's employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.3 percent of the employment in the area.

The Executive Group determined that the receiving community could absorb the additional forces, missions, and personnel proposed and that environmental considerations do not prohibit this recommendation from being implemented.

Defense Contract Management District South (DCMDS) Marietta, Georgia

Recommendation: Disestablish DCMD South and relocate missions to DCMD Northeast and DCMD West.

Justification: The Contract Management Districts provide command and control, operational support, and management oversight for 90 Defense Contract Management Area Operations (DCMAOs) and Defense Plant Representative Offices (DPROs) located throughout the continental United States. Due to the impact of the DoD Force Structure drawdown, budget cuts and the resulting decline in acquisition workload, a number of Area Operations Offices and Plant Representative Offices have been disestablished thereby reducing the span of control responsibility at the Districts. As the drawdown continues, the number of Area Operations Offices and Plant Representative Offices is expected to decline even further. Based on the above, the closure of a district and realignment of assigned Area Operations Offices and Plant Representative Offices to the remaining two districts is feasible with only a moderate risk. Although the difference between second and third place was not sufficiently broad to dictate a clear decision by itself, DCMD South received the lowest military value score.

Military judgment determined that a single contract management district presence on each coast is necessary. A west coast district is required because of the high dollar value of contracts and the significant weapon-systems related workload located on the west coast.

There is a higher concentration of workload in the northeast, in terms of span of control, field personnel provided support services, numbers of contractors, and value of contract dollars obligated, than in the south. In addition, the northeast district supports its Area Operations Offices and Plant Representative Offices with a lower ratio of headquarters to field personnel than DCMD South. On the east coast, due to the higher concentration of workload in DCMD Northeast, as well as its significantly higher military value score, there is a clear indication that DCMD South is the disestablishment candidate. As a result, the BRAC Executive Group recommended to the DLA Director, and he approved, the disestablishment of DCMD South.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$3.8 million. The net of all costs and savings during the implementation period is a savings of \$17.9 million. Annual recurring savings after implementation are \$6.1 million with a return on investment expected immediately. The net present value of the costs and savings over 20 years is a savings of \$75.8 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 275 jobs (169 direct jobs and 106 indirect jobs) over the 1996-to-2001 period in the Atlanta, Georgia Metropolitan Statistical Area, which is less than 0.1 percent of the area's employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the area over the 1994-to-2001 period could result in a maximum potential increase equal to less than 0.1 percent of employment in the area.

The Executive Group concluded that the data did not present any evidence or indication that would preclude the recommended receiving communities from absorbing the additional forces, missions, and personnel proposed in the recommended realignment scenarios. The environmental considerations present at these installations do not prohibit this recommendation from being implemented.

Defense Contract Management Command International (DCMCI) Dayton, Ohio

Recommendation: Realign the DCMCI (Gentile AFS), Dayton, Ohio, and merge its mission into the Defense Contract Management Command Headquarters (DCMC HQ), Ft. Belvoir, Virginia.

Justification: The mission of the DCMCI is to provide command and control, including operational and management control and oversight, for 13 overseas Defense Contract Management Area Operations (DCMAO) offices located outside of the continental United States. The Command's mission could be performed from any locality. Military judgment concluded that merging the mission with the headquarters affords the opportunity to capitalize on operational and management oversight and to maximize use of shared overhead with DCMC. It also affords the opportunity to take advantage of the close proximity to the State Department and the international support infrastructure in Washington, DC, and surrounding areas. This decision is consistent with DLA BRAC 95 Decision Rules, the DCMC Concept of Operations and the Force Structure Plan.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$3.1 million. The net of all costs and savings during the implementation period is a savings of \$8.7 million. Annual recurring savings after implementation are \$3.1 million with a return on investment expected in one year. The net present value of the costs and savings over 20 years is a savings of \$38.7 million.

Impacts: Since this action affects unexecuted relocations resulting from prior BRAC recommendations, it causes no net change in employment in the Columbus, Ohio Metropolitan Statistical Area. However, the anticipated employment increase of less than 0.1 percent in the employment base in this area will not occur.

The Executive Group concluded that the data did not present any evidence or indication that would preclude the recommended receiving community from absorbing the additional forces, missions, and personnel proposed in the recommended realignment scenarios. The environmental considerations present at the receiving installations do not prohibit this recommendation from being implemented.

Defense Distribution Depot Columbus, Ohio (DDCO)

Recommendation: Realign the Defense Distribution Depot Columbus, Ohio, and designate it as a storage site for slow moving/war reserve material. Active material remaining at DDCO at the time of realignment will be attrited. Stock replenishment will be stored in optimum space within the distribution system.

Justification: Defense Distribution Distribution Depot Columbus, is a Stand-Alone Depot that supports the two large east/west coast depots and is used primarily for storage capability and local area demand. The decision to realign the Columbus depot was based on storage requirements and capacity estimates for FY 01 and the need to comply with BRAC 95 Decision Rules. Columbus ranked sixth of six depots in military value for the Stand-Alone Depot category.

The other Stand-Alone Depots were not considered for realignment for the following reasons. The higher military value of both the Susquehanna (DDSC) and San Joaquin (DDJC) depots removed them from consideration for closure or realignment. The Richmond Depot (DDRV) was not selected for realignment because of the large amount of conforming hazardous material storage space, new construction and mechanization, and collocation with supply center, which has the best maintained facilities of any in DLA. Both the Ogden and Memphis distribution depots were selected for closure.

The decision to realign rather than close the Columbus depot was based on the need for inactive storage capacity in the overall system and with the long-range intent of minimizing use of this site as storage requirements decline. Moving highly active stock to San Joaquin and Susquehanna will allow DLA to take advantage of economies of scale from large distribution operations. The decision was also based on the further consideration that Columbus, the highest ranking DLA location in the Installation Military Value analysis, will remain open and most likely expand its operations, thereby allowing DLA to maximize the use of shared overhead and optimize the use of retained DLA-operated facilities. In addition,

the Strategic Analysis of Integrated Logistics Systems (SAILS) model favored the retention of Columbus over either Ogden or Memphis. Realigning the Columbus depot is consistent with the DLA BRAC 95 Decision Rules and the Distribution Concept of Operations. Military judgment determined that it is in the best interest of DLA and DoD to realign DDCO.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$7.9 million. The net of all costs and savings during the implementation period is a savings of \$51.2 million. Annual recurring savings after implementation are \$11.6 million with a return on investment expected in the first year. The net present value of the costs and savings over 20 years is a savings of \$161.0 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 997 jobs (365 direct jobs and 632 indirect jobs) over the 1996-to-2001 period in the Columbus, Ohio Metropolitan Statistical Area, which is 0.1 percent of the area's employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.1 percent of employment in the area.

The Executive Group determined that the receiving community could absorb the additional forces, missions, and personnel proposed, and concluded that environmental considerations do not prohibit this recommendation from being implemented.

Defense Distribution Depot Letterkenny, Pennsylvania (DDLP)

Recommendation: Disestablish the Defense Distribution Depot Letterkenny, Pennsylvania. Material remaining at DDLP at the time of disestablishment will be relocated to the Defense Distribution Depot Anniston, Alabama (DDAA) and to optimum storage space within the DoD Distribution System.

Justification: The Defense Distribution Depot Letterkenny is collocated with an Army maintenance depot, its largest customer. While Collocated Depots may support other nearby customers and provide limited world-wide distribution support, Letterkenny's primary function is to provide rapid response in support of the maintenance operation. The Distribution Concept of Operations states that DLA's distribution system will support the size and configuration of the Defense Depot Maintenance System. Thus, if depot maintenance activities are disestablished, Collocated Depots will also be disestablished.

The recommendation to disestablish the Letterkenny depot was driven by the Army recommendation to realign Letterkenny Army Depot, Letterkenny's primary customer, and the Agency's need to reduce infrastructure. The Letterkenny depot was rated 3 of 17 in the

Collocated Depot military value matrix. However, that military value ranking was based on support to the maintenance missions. With the realignment of the Army's maintenance mission to the Anniston Army Depot that value decreases significantly. Other customers within the Letterkenny area can be supported from nearby distribution depots. Production and physical space requirements can also be met by fully utilizing other depots in the distribution system.

Disestablishing DDLP is consistent with both the DLA BRAC 95 Decision Rules and the Distribution Concept of Operations. Military judgment determined that it is in the best interest of DLA and DoD to disestablish DDLP.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$44.9 million. The net of all costs and savings during the implementation period is a cost of \$21.2 million. Annual recurring savings after implementation are \$12.4 million with a return on investment expected in three years. The net present value of costs and savings over 20 years is a savings of \$102.1 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 748 jobs (378 direct jobs and 370 indirect jobs) over the 1996-to-2001 period in the Franklin County, Pennsylvania economic area, which is 1.2 percent of the area's employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the area over the 1994-to-2001 period could result in a maximum potential decrease equal to 8.5 percent of employment in the area.

The DLA Executive Group determined that receiving communities could absorb the additional forces, missions, and personnel proposed, and concluded that environmental considerations do not prohibit this recommendation from being implemented.

Defense Industrial Supply Center (DISC) Philadelphia, Pennsylvania

Recommendation: The Defense Industrial Supply Center is disestablished. Distribute the management of Federal Supply Classes (FSC) within the remaining DLA Inventory Control Points (ICP). Create one ICP for the management of troop and general support items at the Defense Personnel Support Center (DPSC) in Philadelphia, PA. Create two ICPs for the management of weapon system-related FSCs at the Defense Construction Supply Center (DCSC), Columbus, OH and the Defense General Supply Center (DGSC), Richmond, VA.

Justification: Four of the five Inventory Control Points manage differing mixes of weapon system, troop support, and general support items. Troop and general support items largely have different industry and customer bases than weapon system items. They are also more

conducive to commercial support, and are thus managed differently than weapon system items. Consolidating management of items by the method of management required will improve oversight, streamline the supply management process, increase internal efficiency, and reduce overhead.

DLA manages nearly five times as many weapon system items as troop and general support items. A single troop and general support ICP is adequate, but two weapon system ICPs are necessary. DPSC is almost entirely a troop support ICP. No other ICP currently manages troop support items. The percentage of general support items at other ICPs is relatively small. Singling-up troop and general support items under DPSC management is the most logical course of action.

DISC had the lowest military value of the three hardware ICPs. The Columbus and Richmond centers are host activities of compounds which house a number of DLA and non-DLA activities, conforming to the DLA decision rules concerning maximizing the use of shared overhead and making optimum use of retained DLA-operated facilities. Both the Richmond and Columbus sites have high installation military value, and take advantage of the synergy of a Collocated Depot. Both also have considerable expansion capability. The facilities at Columbus are the best maintained of any in DLA, and Richmond has several new buildings completed or in progress. DISC is a tenant on a Navy compound. Disestablishing DISC allows the Agency to achieve a substantial cost avoidance by back-filling the space already occupied by DISC and substantially reducing the amount of conversion required to existing warehouse space. Based on the above, military judgment concluded that disestablishing DISC is in the best interest of DLA and DoD.

Return on Investment: The total estimated one-time costs to implement the recommendation is \$16.9 million. The net of all costs and savings during the implementation period is a savings of \$59.3 million. Annual recurring savings after implementation are \$18.4 million, with a return on investment expected immediately. The net present value of the costs and savings over 20 years is a savings of \$236.5 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 1,198 jobs (385 direct jobs and 813 indirect jobs) over the 1996-to-2001 period in the Philadelphia, Pennsylvania-New Jersey Metropolitan Statistical Area, which is less than 0.1 percent of the area's employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the area over the 1994-to-2001 period could result in a maximum potential decrease equal to 1.2 percent of employment in the area.

Assuming no economic recovery, this recommendation could also result in a maximum potential reduction of 981 jobs (358 direct jobs and 623 indirect jobs) over the 1996-to-2001 period in the Columbus, Ohio Metropolitan Statistical Area, which is 0.1 percent of the area's employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.1 percent of employment in the area.

The Executive Group concluded that the data did not present any evidence or indication that would preclude the recommended receiving community from absorbing the additional forces, missions, and personnel proposed in the recommended realignment scenario. The environmental considerations present at the receiving installations do not prohibit this recommendation from being implemented.

Defense Distribution Depot Red River, Texas (DDRT)

Recommendation: Disestablish the Defense Distribution Depot Red River, Texas. Material remaining at DDRT at the time of disestablishment will be relocated to the Defense Distribution Depot Anniston, Alabama, (DDAA) and to optimum storage space within the DoD Distribution System.

Justification: The Defense Distribution Depot Red River is collocated with an Army maintenance depot, its largest customer. While Collocated Depots may support other nearby customers and provide limited world-wide distribution support, Red River's primary function is to provide rapid response in support of the maintenance operation. The Distribution Concept of Operations states that DLA's distribution system will support the size and configuration of the Defense Depot Maintenance System. Thus, if depot maintenance activities are disestablished, Collocated Depots will also be disestablished.

The recommendation to disestablish the Red River depot was driven by the Army recommendation to realign its Red River Army Depot, Red River's primary customer, and the Agency's need to reduce infrastructure. DDRT was rated 5 of 17 in the Collocated Depot military value matrix. However, that military value ranking was based on support to the maintenance missions. With the realignment of the Army's maintenance mission to Anniston, Alabama, that value decreases significantly. Other customers within the DDRT area can be supported from nearby distribution depots. Production and physical space requirements can also be met by fully utilizing other depots in the distribution system.

Disestablishing DDRT is consistent with both the DLA BRAC 95 Decision Rules and the Distribution Concept of Operations. Military judgment determined that it is in the best interest of DLA and DoD to disestablish DDRT.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$58.9 million. The net of all costs and savings during the implementation period is a cost of \$0.8 million. Annual recurring savings after implementation are \$18.9 million with a return on investment expected in two years. The net present value of the costs and savings over 20 years is a savings of \$186.1 million.

Impacts: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 1,602 jobs (821 direct jobs and 781 indirect jobs) over the 1996-to-2001 period in the Texarkana, Texas-Arkansas Metropolitan Statistical Area, which is 2.7 percent of the area's employment. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in the area over the 1994-to-2001 period could result in a maximum potential decrease equal to 7.7 percent of the employment in the area.

The DLA Executive Group determined that receiving communities could absorb the additional forces, missions, and personnel proposed, and concluded that environmental considerations do not prohibit this recommendation from being implemented.

Defense Contract Management District West (DCMDW) El Segundo, California

Recommendation: This is a redirect of the following BRAC 93 Commission recommendation: "Relocate the Defense Contract Management District, El Segundo, California, to Long Beach Naval Shipyard, Los Angeles, California, or space obtained from exchange of land for space between the Navy and the Port Authority/City of Long Beach." The current recommendation is expanded to read: Relocate the DCMD, El Segundo, CA, (a) to Government property in the Los Angeles/Long Beach area, or, (b) to space obtained from exchange of land between the Navy and Port Authority/City of Long Beach, or (c) to a purchased office building, whichever is the most cost-effective for DoD.

Justification: The Defense Contract Management District West is currently located in GSA-leased administrative space in El Segundo, CA. The BRAC 93 Commission found it was cost effective for DCMD West to move from leased space to DoD-owned property. The Navy has been involved in exploratory discussions on behalf of DLA. However, the President's Five-Point Revitalization Plan, which affords communities the opportunity to obtain installations without substantial compensation, has significantly impacted the Navy's ability to consummate a land exchange at Long Beach with the Port Authority/City of Long Beach. The Long Beach Naval Shipyard, another option, has been placed on the BRAC 95 list for closure.

In order to attain the significant savings which will result by moving the organization into DoD space, the BRAC 93 recommendation is revised/expanded. This redirect eliminates the cost of a warehouse and reflects the requirement for reduced administrative space. This recommendation is consistent with the DCMC Concept of Operations and the DLA BRAC 95 Decision Rules.

Return on Investment: This is a redirect of a BRAC 93 recommendation. The total estimated one-time cost to implement this recommendation is \$10.3 million. The net of all costs and savings during the implementation period is a savings of \$10.9 million. Annual recurring savings after implementation are \$4.2 million with a return on investment expected immediately. The net present value of the costs and savings over 20 years is a savings of \$51.2 million.

Impacts: This recommendation will not result in a change in employment in the Los Angeles-Long Beach, California Primary Metropolitan Statistical Area because all affected jobs will remain in that area. The cumulative economic impact of all BRAC 95 recommendations and all prior-round BRAC actions in this area over the 1994-to-2001 period could result in a maximum potential decrease equal to 0.4 percent of employment in the area.

Defense Investigative Service (DIS)

Summary of Selection Process

Introduction

The 1995 DIS Base Realignment and Closure (BRAC) study process was guided by existing BRAC legislation and guidance provided by the Office of the Secretary of Defense (OSD).

The Director, DIS, established a Base Realignment and Closure Executive Group comprised of appropriate heads of headquarters Principal Staff Elements (PSE), and chaired by the Deputy Director, Resources. The Executive Group acted as senior advisors to direct the analysis effort and present the Director's final recommendations to the Secretary of Defense. A BRAC Working Group was established under the direction of the Executive Group. The Working Group was comprised of four headquarters elements and two Investigations Control and Automation elements. Other specific elements of DIS technical areas were consulted as appropriate. The Working Group adapted the DoD process and procedures to the BRAC effort; collected and analyzed certified data; developed and evaluated recommendations for the Executive Group's consideration, and compiled documentation to support the final recommendation.

In October 1994, GAO began its review of the DIS BRAC 1995 process. The Chairman of the Working Group served as an audit liaison with the GAO representatives throughout the analysis process.

The Selection Process

The process followed the requirements of law and OSD policy guidance to ensure that all data were correctly collected and verified. DIS first developed and implemented a general plan and operating instructions that would guide the efforts of the Executive and Working Groups. An Internal Control Plan was developed to ensure that data was consistent and standardized, accurate and complete, certifiable, verifiable, auditable by external audit and inspection agencies, and replicable using documentation developed during data collection.

The selection process consisted of five steps to gather data and conduct analyses: 1) collect data, 2) analyze military value, 3) develop alternatives, 4) perform COBRA analyses, and 5) determine impacts.

Collect Data

Data elements were identified by the Working Group, and for the most part, collected by the Working Group.

Analyze Military Value

Military value criteria were given priority consideration. Since the DoD Selection Criteria were designed specifically with the Military Services in mind, the Executive Group developed more distinctive measures to assess the military value of DIS activities. The Measures of Merit used to develop military value were Mission Essentiality, Mission Suitability, Operational Efficiencies, and Expandability.

Develop Alternatives

The Working Group developed three alternatives regarding the DIS activity at Fort Holabird: 1) renovate the existing facility, 2) military construction on available land at Fort Meade, and 3) leased space. The cost and savings implications of these alternatives were then evaluated by COBRA.

Perform COBRA Analysis

DIS used the COBRA model to assess the relative costs, savings, and return on investment of the alternatives. Working Group members gathered the necessary data regarding personnel, construction and renovation.

Determine Impacts

The potential economic impact on communities was evaluated through use of the BRAC 95 Economic Impact Data Base. The ability of the potential losing and receiving locations infrastructure to support each alternative was evaluated by the Executive and Working Groups. Impacts were also evaluated in terms of readiness, effectiveness, and efficiency with regard to DIS' ability to support its customers. The analysis also considered potential environmental impacts at both the losing and gaining sites for each alternative.

COBRA results, community and environmental impacts and supporting rationale were presented to the Executive Group for consideration and selection of the Agency's final recommendation to the Secretary of Defense.

Defense Investigative Service (DIS)

Recommendations and Justifications

Investigations Control and Automation Directorate (IC&AD), Fort Holabird, Maryland

Recommendation: Relocate the Defense Investigative Service (DIS), Investigations Control and Automation Directorate (IC&AD) from Fort Holabird, Maryland, to a new facility to be built on Fort Meade, Maryland. This proposal is a revision to the 1988 Base Closure Commission's recommendation to retain the Defense Investigative Service at Fort Holabird. Once DIS vacates the building on Fort Holabird, the base will be vacant.

Justification: The IC&AD is located in Building 320, a Korean War-era building. The building is in disrepair and continues to deteriorate costing over \$0.3 million in repairs since FY 1991 in addition to the annual Interservice Support Agreement cost of approximately \$0.4 million. A recent Corps of Engineers (COE) Building Analysis indicated that the cost to bring the building up to code and to correct the environmental deficiencies would cost DIS approximately \$9.1 million based on current space requirements. A military construction project on Fort Meade based on 1998 DIS force structure is estimated to cost \$9.4 million.

Return on Investment: The total estimated one-time cost to implement this recommendation is \$11 million. The net of all costs and savings during the implementation period is a cost of \$0.7 million. Annual recurring savings after the implementation are \$0.5 million with a return on investment expected in six years. The net present value of costs and savings over 20 years is a savings of \$4 million.

Impacts: Relocating the IC&AD will have no negative impact on the local economy since it is an intra-area move. There is no significant environmental or community infrastructure impact resulting from this relocation.

Chapter 6

After Closure: Encouraging New Development

The Clinton Administration and the Department, with the cooperation of Congress, have significantly improved the process by which base closure properties are disposed and redeveloped into productive civilian uses. Rapid reuse is not only important to communities and workers impacted by the base closure, it is also essential in our efforts to cut costs.

Creating Community Jobs with an Improved Base Reuse Process

Since the Department began these most recent rounds of closures and realignments in 1988, we have learned that the faster bases are closed, the faster the Department saves money -- and the faster communities can begin creating new jobs.

We have reduced closure time from the nearly five years for bases on the 1988 list to approximately two years for bases on the 1993 list. Much of this improvement is attributable to new policies and procedures designed to expedite mission drawdown and help communities achieve rapid economic redevelopment. Communities are also acting more quickly in developing their reuse plans. We encourage cooperation between DoD and communities affected to explore privatization opportunities utilizing surplus facilities, some of which may involve DoD contracts. In BRAC 88, the average community took nearly two and a half years to create a reuse plan; in the 1993 round that time dropped to only a year.

When the BRAC 88 process began, the property disposal statute (the Federal Property and Administrative Services Act of 1949) allowed DoD to turn over property to communities or institutions at a discount or free only for public purposes such as aviation or recreation—but not for job creation. Moreover, disposal of the land, buildings, and movable property on bases was bureaucratic and penny-pinching, primarily because the Act was written to maximize the return to the Federal Government from the disposal of such assets. Many business owners wanting to locate on a newly-closed base have been unable to get interim leases because of Pentagon red tape. Disputes over "fair market value" of military property resulted in the worst of both worlds: land and buildings that could support job creation sat idle, while DoD continued to maintain property it no longer needed. Another example was the Stewart B. McKinney Act which gave the homeless priority rights to excess Federal property without giving any consideration to community reuse. It became clear that the 1949 Act did not envision the magnitude of military base closures or the attendant economic disruption to communities.

Improving the Base Reuse Process

The Clinton Administration worked closely with Congress to address the reuse problem. In 1993, legislation was enacted to allow DoD to turn over property for economic development when community development plans meet a strict test for economic viability and job creation. To make property available for reuse as quickly as possible, the Administration is implementing a new job-centered property disposal process with the following key elements:

Economic Development Conveyances (EDC). Congress changed the law to enable DoD to transfer property at little or no cost for economic development purposes, when communities have a viable plan to create jobs. That legislation also allows for federal recoupment of a portion of eventual profits should the base be sold later.

Interim Leases. Even before base property is ready for sale or transfer, it can be used to create new jobs for the community. Interim leases, with temporary tenants, can be the key to rapid economic redevelopment. DoD encourages interim leases in a variety of ways, including arrangements that allow tenants to lease rent-free in exchange for maintaining the property. These arrangements can now be made with local base commanders who are most familiar with local needs and Service drawdown plans. This step can cut processing time by three months or more.

Screening of Property. The Federal Property Act required DoD to offer base property first to other federal agencies -- a process that took months and even years. The Military Departments are now meeting with community leaders and local planners to explain the screening process and to discuss the community's interest in specific parcels of land. This has shortened the screening process and DoD now looks to the community reuse plan to guide the disposition of base property when federal agencies seek portions of a base.

Related Personal Property. DoD had taken most of the movable property out of a closing base to meet other defense needs, although such property -- everything from furniture to fire trucks -- can be a significant inducement to a prospective tenant or owner. Changes to the property disposal law now make equipment not needed for specific military purposes available to the community when it can enhance the future uses of the real property being considered in its redevelopment plan. While defense needs remain important, local reuse needs receive greater visibility and priority in decisions to allocate such movable property at closing bases.

Revitalizing the Homeless Assistance Process

The Department was also successful in working with other Federal agencies and Congress to pass the Base Closure Community Redevelopment and Homeless Assistance Act of 1994. This law addresses local reuse needs by balancing homeless assistance needs with economic development needs. Under the new process, local communities work along with homeless providers to decide how best to address homeless needs. The old process permitted homeless providers to acquire property as an entitlement, directly from the Federal government, without regard to local community reuse plans. While in early stages of implementation, this new procedure is expected to significantly simplify the transition of communities affected by the 1995 base closure round.

Programs to Help People

The Federal Government not only has a responsibility to help create jobs in communities but also to assist affected military and civilian employees transition to new employment. Too often in the recent past, the Federal Government has only grudgingly played this role. The Clinton Administration's programs enable the Departments of Defense, Commerce and Labor, among other agencies, to play a more active role.

Military Transition Assistance

The uniformed force has been reduced by over 700,000 servicemembers since 1987. Careers have been ended prematurely despite recent military actions such as Desert Storm and Provide Comfort. DoD is making sure that those leaving military service and their families are treated fairly. The Department remains steadfast in its commitment to offer those leaving military service, as well as their family members, a wide range of transition services and benefits. The Department spent over \$1 billion on military transition program assistance in FY 1994. Transition support and services are vital parts of treating members right, even as they prepare to leave military service and embark upon new careers.

Civilian Transition Assistance

DoD benefits for civilian employees include voluntary separation incentives, counseling, and transition, job search and relocation assistance. We plan to spend \$2 billion cumulatively in FY94 through FY97 on such programs. Worker retraining and reemployment programs in the Department of Labor (DoL), which can be used to assist displaced defense workers, are estimated to be funded at \$710 million cumulatively for the same period. In October and November 1993, a DoL-led team of Federal and State economic

development and human resource specialists visited BRAC 93 bases; these teams provided employees and communities with information on the availability of job-search and retraining assistance. Similar outreach efforts are planned for BRAC 1995 bases.

Since September 1989, DoD has reduced its civilian end strength by about 220,000 or almost 20 percent. A substantial portion of this downsizing will be associated with BRAC actions. To minimize involuntary layoffs, the Department is aggressively implementing a separation-pay or buyout program. Under this program, DoD offers cash incentives, up to \$25,000, to employees who resign or retire. The buyout is available to employees where it will prevent an involuntary separation or create a vacancy for an employee who would otherwise be separated. To date, the Department has paid close to 55,000 incentives, avoiding significant reduction in force actions throughout the Department.

DoD has other highly effective programs to help civilians find new jobs. The most notable is the Priority Placement Program (PPP), an automated system that matches employees whose jobs are to be eliminated with vacant DoD positions for which they are qualified. Since its inception in 1965, PPP has placed over 120,000 employees. The Defense Outplacement Referral System (DORS) is another automated system that refers applicants to other Federal agencies and non-Federal employers. These options to involuntary separation will be increasingly important in the Department's efforts to close further installations while minimizing the adverse impact on individuals.

The National Defense Authorization Act for FY 1995 included a provision that allows the Department to establish a pilot program at closing and realigning bases. To encourage private-sector employers to hire DoD people, the Department will not only reimburse employers for retraining costs, but will also pay relocation expenses for employees who move to take a job with a non-Federal employer. These incentives, limited to \$10,000 per employee, will make DoD employees more valuable to civilian employers.

Homeowners Assistance Program

The Homeowners Assistance Program (HAP) assists eligible military and federal civilian homeowners who, through no fault of their own, face a financial loss when selling their homes in an area where real estate values have declined because of a base closure or realignment.

In general, HAP works in three ways. The Government helps eligible employees who cannot sell their homes within a reasonable time by either buying their homes for 75 percent of their value prior to the closure announcement, or reimbursing them for most lost equity should the homeowners sell the house for less than the pre-closure announcement value. The program also provides relief for displaced employees facing foreclosure.

To be eligible for HAP benefits, the applicant must be a military member (Coast Guard included), federal civilian or non-appropriated fund employee assigned or employed at or near the installation announced for closure or realignment, and be the owner-occupant on the announcement date. Eligibility is also extended under certain conditions to personnel on overseas tours or those ordered into on-base housing within a specified period prior to the closure or realignment announcement.

Tools to Help Commanders Close Bases

There are several tools available to help commanders close bases while assisting affected individuals in the transition.

<u>Dual Compensation Restriction Waivers</u>: The Office of the Secretary of Defense has the authority to waive dual compensation restrictions for retired military members or civilians hired at closing bases to fill critical transition positions.

<u>Job Swaps</u>: Job swaps allow commanders to staff critical jobs at closing bases and create placement opportunities for employees who would otherwise be separated. Job swaps are an exception to the Priority Placement Program. Employees at closing bases may swap jobs with employees at non-closing bases who are, or will soon be eligible for retirement. This provision may also be used to fill vacant critical positions at a closing installation.

Quality of Life (QoL) and the Base Closure Assistance Team (BCAT): As Services begin implementing BRAC decisions, commanders are challenged to sustain appropriate levels of quality of life for service members, civilians and family members, even as they face diminished resources, staffing shortages, and the turbulence associated with closure. The September 9, 1993, Deputy Secretary of Defense memo, "Closing Bases Right," refers to maintenance of QoL programs and states, "Expeditiously closing bases in a manner that balances community reuse needs and military operational requirements, while looking after the needs of our people, is our ultimate goal." The Base Closure Assistance Team initiative is one of the primary tasks outlined in the Under Secretary of Defense for Personnel and Readiness February 25, 1994, Base Closure Action Plan.

The Base Closure Assistance Team has been established in the Office of Family Policy to serve as the commanders' resource to address installation QoL issues. The team will provide training, consultation, and assistance on QoL programs, services, and standards. The intent is to support installation commanders with a planning process designed to raise issues and to recommend strategies for solution. In a climate of decreasing resources, the overall goal is to minimize the stress of closure by sustaining functions through innovation and community collaboration. For BCAT assistance or to obtain planning and resource guides, call the Office of Family Policy at (703) 696-5733, DSN 226-5733.

Exchange Service and Commissary Policies: The Department has issued a new policy concerning Exchange Service operations at closing and realigning installations. This policy permits the Exchange Services to continue to operate on closed or realigned installations under certain conditions.

The key to allowing continued exchange operations is that a Reserve component force remain as part of the patron base at the installation or in the immediate local area. The local community must support in writing the continuation of the exchange operation.

Appropriated funds are not authorized to support such exchange operations, however host installations can provide common support as long as no additional costs are incurred. The remaining exchange operation must stay a sound business operation and require no new construction.

Commissary operations at closed and some realigned installations will cease due to current Department policy. Since commissaries use appropriated funds, when a base closes the commissary funds and manpower are eliminated.

Additional Information: DoD will hold a conference in July 1995 for commanders of BRAC 95 bases to provide training with respect to implementation, property disposal, base reuse, and lessons learned from previous BRAC rounds. The Military Departments also conduct Service-specific training for their respective installation commanders. DoD is also updating the "Commander's Guide to Closing Bases Right" which describes specific base closure issues, identifies relevant laws, policies and directives, and passes on lessons learned from commanders who closed bases with minimal amount of pain to individuals and communities.

Environmental Cleanup on Closing Bases

A key part of the Department's community reinvestment plan is devoted to the development of a common sense, fast-track approach to environmental cleanup. The Administration continues to be committed to a fundamental redesign of the cleanup process based on an approach that eliminates needless delays while protecting human health and the environment. It is an approach that emphasizes speedy assessment, teamwork among regulatory agencies, and responsiveness to the community. On September 9, 1993, the Department of Defense (DoD) issued implementing guidance on the following key elements of the fast-track cleanup initiative:

- Establish Base Cleanup Teams
- Conduct Bottom-up Reviews of Environmental Conditions
- Involve the Community in the Cleanup Process
- Make Clean Parcels Available Early
- Accelerate the National Environmental Policy Act (NEPA) Process

Environmental specialists from DoD, U.S. Environmental Protection Agency, and state environmental agencies form cleanup teams at every major closing or realigning base where property will be available for transfer. Each team conducts a bottom-up review of base environmental programs and develops a cleanup plan that considers both risk to human health and the environment and community reuse interests. Clean parcels are identified early in the process and made available for reuse. Communities participate in the cleanup process through Restoration Advisory Boards.

Restoration Advisory Boards

The President's Fast-Track Cleanup Program emphasizes the need for effective public involvement in the cleanup process. DoD's September 9, 1993, Fast-Track Clean-Up Guidance requires closing bases to establish Restoration Advisory Boards (RABs) where property will be available for transfer to the community. RABs provide an opportunity for communities to have input to the cleanup process by serving as a forum for exchange of information between key players in the cleanup process -- the closing base, the Environmental Protection Agency, the state regulatory agency and members of the local community. The intent is to foster a partnership which will permit the cleanup process to proceed more smoothly, and result in the release of parcels which can be readily reused by the community. RABs work closely with local reuse committees to ensure that cleanup options being considered support future reuse.

National Environmental Policy Act

The National Environmental Policy Act (NEPA) applies to the disposal of closing base property and to the relocation of functions from a base being closed or realigned to a receiving base.

DoD intends to find areas where NEPA can be used in the planning process to speed the transition of installations from military to civilian use.

Economic Adjustment Assistance and Planning Grants for Communities

DoD's Office of Economic Adjustment (OEA) is the first contact that base closure communities have with the Federal government. OEA has over 30 years of experience and a good record in helping communities develop economic adjustment strategies and detailed base reuse plans. OEA project managers are assigned to communities and remain in constant contact with them throughout the entire reuse process. They walk local leaders through the base reuse and transition process, evaluate alternative proposals for base reuse (e.g., is a commercial airport viable?), develop a marketing strategy, and prepare management plans

and site layouts. OEA also awards planning grants and helps communities apply for a variety of assistance from other Federal agencies.

Other Federal agencies have programs and financial assistance available to help communities impacted by base closure. The Department of Commerce's Economic Development Administration (EDA) has \$500 million budgeted cumulatively for the period FY94 through FY97 for defense diversification activities. EDA funds are flexible and can be used to help communities with technical assistance, planning, or implementation of an adjustment strategy, including construction of public facilities or finding revolving loan funds. The Federal Aviation Administration spends \$40 million a year on a program to fund conversion of military airports to civilian use. The Small Business Administration offers guaranteed loans and the "Section 504" debt financing program.

In the past, OEA suffered from inadequate resources. The Clinton Administration is now giving OEA the resources and support it needs to do a better job -- to begin helping communities sooner; to provide larger grants; and to go beyond its traditional focus on planning, to actually helping communities get started on their redevelopment activities.

The sooner a community starts planning for local economic redevelopment, the sooner it is on the road to recovery. OEA has expedited the approval of initial planning grants. Once a community creates a local, representative organization to plan and manage the base reuse and adjustment process, OEA approves its grant within two weeks. These grants now average \$1 million per community over five years. For the hardest hit communities, usually those that have been host to a complex set of closing DoD facilities, OEA will provide up to \$3.5 million over the same period.

In the past, communities affected by base closings faced a tangle of government agencies and overlapping programs. In particular, DoD was too often unresponsive on issues relating to environmental cleanup and property disposition. Base Commanders lacked training or experience in closing bases, and the Services, focusing on their core missions, did not encourage commanders to take community needs into account.

To bring the transition to the community level, the Clinton Administration named a corps of on-site advocates to cut through such red tape and slash bureaucratic thickets. The Base Transition Coordinators (BTC's), most of them previous residents of their community, serve as full time community advocates and local points of contact with the Federal Government.

In the early stages of base closure planning, the Base Transition Coordinators work with their community to identify reuse needs -- e.g., which parcels of land to develop first and which facilities it would like to consider for interim use. These community needs can

then be accommodated, wherever possible, in DoD's plans for drawing-down and closing the base. The Base Transition Coordinators can also cut through DoD red tape to get interim leases issued quickly to businesses that want to locate on the base. In addition to advocating community needs within the DoD, the Base Transition Coordinators work with other Federal agencies to speed the screening and disposal of base property.

Base Transition Coordinators also work with Federal and State agencies to keep environmental cleanup on a fast-track. Among other things, these individuals ensure that information concerning the nature and extent of contamination is made available to community planners as early as possible, and they push for priority treatment of parcels of land with the potential for rapid redevelopment.

Every community with a base slated for closure or major realignment (including bases on the 1988 and 1991 lists) have been assigned a Base Transition Coordinator. Sixty-seven coordinators are currently in place, reporting directly to the Office of the Secretary of Defense. Additional coordinators will be added for BRAC 95 bases.

<u>Publications To Help Communities</u>: A joint DoD-Department of Commerce center, called the Office of Economic Conversion Information, has been established to provide information needed to anticipate, plan for, and respond to defense downsizing. This clearinghouse provides information on all Federal transition assistance programs available to assist businesses, communities and people. It can be accessed via telephone at 1-800-345-1222 or via the Internet at ECIX.DOC.GOV.

For additional information, or to obtain publications on the base reuse process, call the Office of Economic Adjustment (OEA) at (703) 604-5690.

Conclusion

We are beginning to see the effects of these changes. Faster reuse benefits the Department as well as base closure communities, because only when a community begins to take responsibility for base property can DoD cease its security and maintenance expenses. In this context, our technical advice and planning grants -- if they speed up the process by even a few months -- begin to look like a very good investment.

The disposal and reuse process is not easy. Some communities have a tough time attracting new businesses, and sometimes doing so takes considerable time, but it does happen. For example, the Department has tracked nearly 100 closures, from 1961 through 1993. Although 90,000 civilian jobs were eliminated from these closures, over 170,000 new jobs have been created -- almost twice as many!

Chapter 6
After Closures: Encouraging New Development

Appendices

- A Public Law 101-510, as amended
- B Section 2687, Title 10, United States Code
- C Department of Defense Policy Memoranda
- D Base Closure Summary
- E History of Base Closures
- F Areas of Commission Special Interest
- G Impacts by State

Appendix A

Public Law 101-510, as amended

PROVISIONS OF LAW RELATING TO BASE CLOSURES AND REALIGNMENTS

(as amended through P.L. 103-464)

1. NATIONAL DEFENSE AUTHORIZATION ACT FOR FISCAL YEAR 1991

(P.L. 101-510, approved Nov. 5, 1990, 10 U.S.C. 2687 note)

TITLE XXIX - DEFENSE BASE CLOSURES AND REALIGNMENTS

PART A—DEFENSE BASE CLOSURE AND REALIGNMENT COMMISSION

SEC. 2901. SHORT TITLE AND PURPOSE

- (a) SHORT TITLE.—This part may be cited as the "Defense Base Closure and Realignment Act of 1990".
- (b) PURPOSE.—The purpose of this part is to provide a fair process that will result in the timely closure and realignment of military installations inside the United States.

SEC. 2902. THE COMMISSION

- (a) ESTABLISHMENT.—There is established an independent commission to be known as the "Defense Base Closure and Realignment Commission".
- (b) DUTIES.—The Commission shall carry out the duties specified for it in this part.
- (c) APPOINTMENT.—(1)(A) The Commission shall be composed of eight members appointed by the President, by and with the advise and consent of the Senate.
- (B) The President shall transmit to the Senate the nominations for appointment to the Commission—
 - (i) by no later than January 3, 1991, in the case of members of the Commission whose terms will expire at the end of the first session of the 102nd Congress;
 - (ii) by no later than January 25, 1993, in the case of members of the Commission whose terms will expire at the end of the first session of the 103rd Congress; and

- (iii) by no later than January 3, 1995, in the case of members of the Commission whose terms will expire at the end of the first session of the 104th Congress.
- (C) If the President does not transmit to Congress the nominations for appointment to the Commission on or before the date specified for 1993 in clause (ii) of subparagraph (B) or for 1995 in clause (iii) of such subparagraph, the process by which military installations may be selected for closure or realignment under this part with respect to that year shall be terminated.
- (2) In selecting individuals for nominations for appointments to the Commission, the President should consult with—
 - (A) the Speaker of the House of Representatives concerning the appointment of two members;
 - (B) the majority leader of the Senate concerning the appointment of two members;
 - (C) the minority leader of the House of Representatives concerning the appointment of one member; and
 - (D) the minority leader of the Senate concerning the appointment of one member.
- (3) At the time the President nominates individuals for appointment to the Commission for each session of Congress referred to in paragraph (1)(B), the President shall designate one such individual who shall serve as Chairman of the Commission.
- (d) TERMS.—(1) Except as provided in paragraph (2), each member of the Commission shall serve until the adjournment of Congress sine die for the session during which the member was appointed to the Commission.
- (2) The Chairman of the Commission shall serve until the confirmation of a successor.
- (e) MEETINGS.—(1) The Commission shall meet only during calendar years 1991, 1993, and 1995.
- (2)(A) Each meeting of the Commission, other than meetings in which classified information is to be discussed, shall be open to the public.
- (B) All the proceedings, information, and deliberations of the Commission shall be open, upon request, to the following:
 - (i) The Chairman and the ranking minority party member of the Subcommittee on Readiness, Sustainability, and Support of the Committee on Armed Services of the Senate, or such other members of the Subcommittee designated by such Chairman or ranking minority party member.
 - (ii) The Chairman and the ranking minority party member of the Subcommittee on Military Installations and Facilities of the Committee on Armed Services of the House of Representatives, or such other members of the Subcommittee designated by such Chairman or ranking minority party member.
 - (iii) The Chairmen and ranking minority party members of the Subcommittees on Military Construction of the Committees on Appropriations of the Senate and of the House of Representatives, or such other members of the Subcommittees designated by such Chairmen or ranking minority party members.

- (f) VACANCIES.—A vacancy in the Commission shall be filled in the same manner as the original appointment, but the individual appointed to fill the vacancy shall serve only for the unexpired portion of the term for which the individual's predecessor was appointed.
- (g) PAY AND TRAVEL EXPENSES.—(1)(A) Each member, other than the Chairman, shall be paid at a rate equal to the daily equivalent of the minimum annual rate of basic pay payable for level IV of the Executive Schedule under section 5315 of title 5, United States Code, for each day (including travel time) during which the member is engaged in the actual performance of duties vested in the Commission.
- (B) The Chairman shall be paid for each day referred to in subparagraph (A) at a rate equal to the daily equivalent of the minimum annual rate of basic pay payable for level III of the Executive Schedule under section 5314 of title 5, United States Code.
- (2) Members shall receive travel expenses, including per diem in lieu of subsistence, in accordance with sections 5702 and 5703 of title 5, United States Code.
- (h) DIRECTOR OF STAFF.—(1) The Commission shall, without regard to section 5311(b) of title 5, United States Code, appoint a Director who has not served on active duty in the Armed Forces or as a civilian employee of the Department of Defense during the one-year period preceding the date of such appointment.
- (2) The Director shall be paid at the rate of basic pay payable for level IV of the Executive Schedule under section 5315 of title 5, United States Code.
- (i) STAFF.—(1) Subject to paragraphs (2) and (3), the Director, with the approval of the Commission, may appoint and fix the pay of additional personnel.
- (2) The Director may make such appointments without regard to the provisions of title 5, United States Code, governing appointments in the competitive service, and any personnel so appointed may be paid without regard to the provisions of chapter 51 and subchapter III of chapter 53 of that title relating to classification and General Schedule pay rates, except that an individual so appointed may not receive pay in excess of the annual rate of basic pay payable for GS-18 of the General Schedule:
- (3)(A) Not more than one-third of the personnel employed by or detailed to the Commission may be on detail from the Department of Defense.
- (B)(i) Not more than one-fifth of the professional analysts of the Commission staff may be persons detailed from the Department of Defense to the Commission.
- (ii) No person detailed from the Department of Defense to the Commission may be assigned as the lead professional analyst with respect to a military department or defense agency.
- (C) A person may not be detailed from the Department of Defense to the Commission if, within 12 months before the detail is to begin, that person participated personally and substantially in any matter within the Department of Defense concerning the preparation of recommendations for closures or realignments of military installations.
- (D) No member of the Armed Forces, and no officer or employee of the Department of Defense, may—
 - (i) prepare any report concerning the effectiveness, fitness, or efficiency of the performance on the staff of the Commission of any person detailed

from the Department of Defense to that staff;

- (ii) review the preparation of such a report; or
- (iii) approve or disapprove such a report; and
- (4) Upon request of the Director, the head of any Federal department or agency may detail any of the personnel of that department or agency to the Commission to assist the Commission in carrying out its duties under this part.
- (5) The Comptroller General of the United States shall provide assistance, including the detailing of employees, to the Commission in accordance with an agreement entered into with the Commission.
- (6) The following restrictions relating to the personnel of the Commission shall apply during 1992 and 1994:
 - (A) There may not be more than 15 persons on the staff at any one time.
 - (B) The staff may perform only such functions as are necessary to prepare for the transition to new membership on the Commission in the following year.
 - (C) No member of the Armed Forces and no employee of the Department of Defense may serve on the staff.
- (j) OTHER AUTHORITY.—(1) The Commission may procure by contract, to the extent funds are available, the temporary or intermittent services of experts or consultants pursuant to section 3109 of title 5, United States Code.
- (2) The Commission may lease space and acquire personal property to the extent funds are available.
- (k) FUNDING.—(1) There are authorized to be appropriated to the Commission such funds as are necessary to carry out its duties under this part. Such funds shall remain available until expended.
- (2) If no funds are appropriated to the Commission by the end of the second session of the 101st Congress, the Secretary of Defense may transfer, for fiscal year 1991, to the Commission funds from the Department of Defense Base Closure Account established by section 207 of Public Law 100-526. Such funds shall remain available until expended.
 - (I) TERMINATION.—The Commission shall terminate on December 31, 1995.
- (m) PROHIBITION AGAINST RESTRICTING COMMUNICATIONS.—Section 1034 of title 10, United States Code, shall apply with respect to communications with the Commission.

SEC. 2903. PROCEDURE FOR MAKING RECOMMENDATIONS FOR BASE CLOSURES AND REALIGNMENTS

- (a) FORCE-STRUCTURE PLAN.—(1) As part of the budget justification documents submitted to Congress in support of the budget for the Department of Defense for each of the fiscal years 1992, 1994, and 1996, the Secretary shall include a force-structure plan for the Armed Forces based on an assessment by the Secretary of the probable threats to the national security during the six-year period beginning with the fiscal year for which the budget request is made and of the anticipated levels of funding that will be available for national defense purposes during such period.
- (2) Such plan shall include, without any reference (directly or indirectly) to military installations inside the United States that may be closed or realigned under such plan—

- (A) a description of the assessment referred to in paragraph (1);
- (B) a description (i) of the anticipated force structure during and at the end of such period for each military department (with specifications of the number and type of units in the active and reserve forces of each such department), and (ii) of the units that will need to be forward based (with a justification thereof) during and at the end of each such period; and
- (C) a description of the anticipated implementation of such force-structure plan.
- (3) The Secretary shall also transmit a copy of each such force-structure plan to the Commission.
- (b) SELECTION CRITERIA.—(1) The Secretary shall, by no later than December 31, 1990, publish in the Federal Register and transmit to the congressional defense committees the criteria proposed to be used by the Department of Defense in making recommendations for the closure or realignment of military installations inside the United States under this part. The Secretary shall provide an opportunity for public comment on the proposed criteria for a period of at least 30 days and shall include notice of that opportunity in the publication required under the preceding sentence.
- (2)(A) The Secretary shall, by no later than February 15, 1991, publish in the Federal Register and transmit to the congressional defense committees the final criteria to be used in making recommendations for the closure or realignment of military installations inside the United States under this part. Except as provided in subparagraph (B), such criteria shall be the final criteria to be used, making such recommendations unless disapproved by a joint resolution of Congress enacted on or before March 15, 1991.
- (B) The Secretary may amend such criteria, but such amendments may not become effective until they have been published in the Federal Register, opened to public comment for at least 30 days, and then transmitted to the congressional defense committees in final form by no later than January 15 of the year concerned. Such amended criteria shall be the final criteria to be used, along with the force-structure plan referred to in subsection (a), in making such recommendations unless disapproved by a joint resolution of Congress enacted on or before February 15 of the year concerned.
- (c) DOD RECOMMENDATIONS.—(1) The Secretary may, by no later than April 15, 1991, March 15, 1993 and March 1, 1995, publish in the Federal Register and transmit to the congressional defense committees and to the Commission a list of the military installations inside the United States that the Secretary recommends for closure or realignment on the basis of the force-structure plan and the final criteria referred to in subsection (b)(2) that are applicable to the year concerned.
- (2) The Secretary shall include, with the list of recommendations published and transmitted pursuant to paragraph (1), a summary of the selection process that resulted in the recommendation for each installation, including a justification for each recommendation. The Secretary shall transmit the matters referred to in the preceding sentence not later than 7 days after the date of the transmittal to the congressional defense committees and the Commission of the list referred to in paragraph (1).
- (3)(A) In considering military installations for closure or realignment, the Secretary shall consider all military installations inside the United States equally without regard to whether the installation has been previously considered or

proposed for closure or realignment by the Department.

- (B) In considering military installations for closure or realignment, the Secretary may not take into account for any purpose any advance conversion planning undertaken by an affected community with respect to the anticipated closure or realignment of an installation.
- (C) For purposes of subparagraph (B), in the case of a community anticipating the economic effects of a closure or realignment of a military installation, advance conversion planning—
- (i) shall include community adjustment and economic diversification planning undertaken by the community before an anticipated selection of a military installation in or near the community for closure or realignment; and
- (ii) may include the development of contingency redevelopment plans, plans for economic development and diversification, and plans for the joint use (including civilian and military use, public and private use, civilian dual use, and civilian shared use) of the property or facilities of the installation after the anticipated closure or realignment.
- (4) In addition to making all information used by the Secretary to prepare the recommendations under this subsection available to Congress (including any committee or member of Congress), the Secretary shall also make such information available to the Commission and the Comptroller General of the United States.
- (5)(A) Each person referred to in subparagraph (B), when submitting information to the Secretary of Defense or the Commission concerning the closure or realignment of a military installation, shall certify that such information is accurate and complete to the best of that person's knowledge and belief.
 - (B) Subparagraph (A) applies to the following persons:
 - (i) The Secretaries of the military departments.
 - (ii) The heads of the Defense Agencies.
 - (iii) Each person who is in a position the duties of which include personal and substantial involvement in the preparation and submission of information and recommendations concerning the closure or realignment of military installations, as designated in regulations which the Secretary of Defense shall prescribe, regulations which the Secretary of each military department shall prescribe for personnel within that military department, or regulations which the head of each Defense Agency shall prescribe for personnel within that Defense Agency.
- (6) Any information provided to the Commission by a person described in paragraph (5)(B) shall also be submitted to the Senate and the House of Representatives to be made available to the Members of the House concerned in accordance with the rules of that House. The information shall be submitted to the Senate and the House of Representatives within 24 hours after the submission of the information to the Commission.
- (d) REVIEW AND RECOMMENDATIONS BY THE COMMISSION.—(1) After receiving the recommendations from the Secretary pursuant to subsection (c) for any year, the Commission shall conduct public hearings on the recommendations. All testimony before the Commission at a public hearing conducted under this paragraph shall be presented under oath.
- (2)(A) The Commission shall, by no later than July 1 of each year in which the Secretary transmits recommendations to it pursuant to subsection (c), transmit to the President a report containing the Commission's findings and conclusions based on

a review and analysis of the recommendations made by the Secretary, together with the Commission's recommendations for closures and realignments of military installations inside the United States.

- (B) Subject to subparagraph (C), in making its recommendations, the Commission may make changes in any of the recommendations made by the Secretary if the Commission determines that the Secretary deviated substantially from the force-structure plan and final criteria referred to in subsection (c)(1) in making recommendations.
- (C) In the case of a change described in subparagraph (D) in the recommendations made by the Secretary, the Commission may make the change only if the Commission—
 - (i) makes the determination required by subparagraph (B);
 - (ii) determines that the change is consistent with the force-structure plan and final criteria referred to in subsection (c)(1);
 - (iii) publishes a notice of the proposed change in the Federal Register not less than 45 days before transmitting its recommendations to the President pursuant to paragraph (2); and
 - (iv) conducts public hearings on the proposed change.
- (D) Subparagraph (C) shall apply to a change by the Commission in the Secretary's recommendations that would—
 - (i) add a military installation to the list of military installations recommended by the Secretary for closure;
 - (ii) add a military installation to the list of military installations recommended by the Secretary for realignment; or
 - (iii) increase the extent of a realignment of a particular military installation recommended by the Secretary.
- (3) The Commission shall explain and justify in its report submitted to the President pursuant to paragraph (2) any recommendation made by the Commission that is different from the recommendations made by the Secretary pursuant to subsection (c). The Commission shall transmit a copy of such report to the congressional defense committees on the same date on which it transmits its recommendations to the President under paragraph (2).
- (4) After July 1 of each year in which the Commission transmits recommendations to the President under this subsection, the Commission shall promptly provide, upon request, to any Member of Congress information used by the Commission in making its recommendations.
 - (5) The Comptroller General of the United States shall-
 - (A) assist the Commission, to the extent requested, in the Commission's review and analysis of the recommendations made by the Secretary pursuant to subsection (C); and
 - (B) by no later than April 15 of each year in which the Secretary makes such recommendations, transmit to the Congress and to the Commission a report containing a detailed analysis of the Secretary's recommendations and selection process.
- (e) REVIEW BY THE PRESIDENT.—(1) The President shall, by no later than July 15 of each year in which the Commission makes recommendations under subsection (d), transmit to the Commission and to the Congress a report containing the President's approval or disapproval of the Commission's recommendations.
 - (2) If the President approves all the recommendations of the Commission, the

President shall transmit a copy of such recommendations to the Congress, together with a certification of such approval.

- (3) If the President disapproves the recommendations of the Commission, in whole or in part, the President shall transmit to the Commission and the Congress the reasons for that disapproval. The Commission shall then transmit to the President, by no later than August 15 of the year concerned, a revised list of recommendations for the closure and realignment of military installations.
- (4) If the President approves all of the revised recommendations of the Commission transmitted to the President under paragraph (3), the President shall transmit a copy of such revised recommendations to the Congress, together with a certification of such approval.
- (5) If the President does not transmit to the Congress an approval and certification described in paragraph (2) or (4) by September 1 of any year in which the Commission has transmitted recommendations to the President under this part, the process by which military installations may be selected for closure or realignment under this part with respect to that year shall be terminated.

SEC. 2904. CLOSURE AND REALIGNMENT OF MILITARY INSTALLATIONS

- (a) IN GENERAL.—Subject to subsection (b), the Secretary shall—
- (1) close all military installations recommended for closure by the Commission in each report transmitted to the Congress by the President pursuant to section 2903(e);
- (2) realign all military installations recommended for realignment by such Commission in each such report;
- (3) initiate all such closures and realignments no late than two years after the date on which the President transmits a report to the Congress pursuant to section 2903(e) containing the recommendations for such closures or realignments; and
- (4) complete all such closures and realignments no later than the end of the six-year period beginning on the date on which the President transmits the report pursuant to section 2903(e) containing the recommendations for such closures or realignments.
- (b) CONGRESSIONAL DISAPPROVAL.—(1) The Secretary may not carry out any closure or realignment recommended by the Commission in a report transmitted from the President pursuant to section 2903(e) if a joint resolution is enacted, in accordance with the provisions of section 2908, disapproving such recommendations of the Commission before the earlier of—
 - (A) the end of the 45-day period beginning on the date on which the President transmits such report; or
 - (B) the adjournment of Congress sine die for the session during which such report is transmitted.
- (2) For purposes of paragraph (1) of this subsection and subsections (a) and (c) of section 2908, the days on which either House of Congress is not in session because of adjournment of more than three days to a day certain shall be excluded in the computation of a period.

SEC. 2905. IMPLEMENTATION

- (a) IN GENERAL.—(1) In closing or realigning any military installation under this part, the Secretary may—
 - (A) take such actions as may be necessary to close or realign any military installation, including the acquisition of such land, the construction of such replacement facilities, the performance of such activities, and the conduct of such advance planning and design as may be required to transfer functions from a military installation being closed or realigned to another military installation, and may use for such purpose funds in the Account or funds appropriated to the Department of Defense for use in planning and design, minor construction, or operation and maintenance;
 - (B) provide—
 - (i) economic adjustment assistance to any community located near a military installation being closed or realigned, and
 - (ii) community planning assistance to any community located near a military installation to which functions will be transferred as a result of the closure or realignment of a military installation,

if the Secretary of Defense determines that the financial resources available to the community (by grant or otherwise) for such purposes are inadequate, and may use for such purposes funds in the Account or funds appropriated to the Department of Defense for economic adjustment assistance or community planning assistance;

- (C) carry out activities for the purposes of environmental restoration and mitigation at any such installation, and shall use for such purposes funds in the Account;
- (D) provide outplacement assistance to civilian employees employed by the Department of Defense at military installations being closed or realigned, and may use for such purpose funds in the Account or funds appropriated to the Department of Defense for outplacement assistance to employees; and
- (E) reimburse other Federal agencies for actions performed at the request of the Secretary with respect to any such closure or realignment, and may use for such purpose funds in the Account or funds appropriated to the Department of Defense and available for such purpose.
- (2) In carrying out any closure or realignment under this part, the Secretary shall ensure that environmental restoration of any property made excess to the needs of the Department of Defense as a result of such closure or realignment be carried out as soon as possible with funds available for such purpose.
- (b) MANAGEMENT AND DISPOSAL OF PROPERTY.—(1) The Administrator of General Services shall delegate to the Secretary of Defense, with respect to excess and surplus real property and facilities located at a military installation closed or realigned under this part—
 - (A) the authority of the Administrator to utilize excess property under section 202 of the Federal Property and Administrative Services Act of 1949 (40 U.S.C. 483);
 - (B) the authority of the Administrator to dispose of surplus property under section 203 of that Act (40 U.S.C. 484);

- (C) the authority of the Administrator to grant approvals and make determinations under section 13(g) of the Surplus Property Act of 1944 (50 U.S.C. App. 1622(g)); and
- (D) the authority of the Administrator to determine the availability of excess or surplus real property for wildlife conservation purposes in accordance with the Act of May 19, 1948 (16 U.S.C. 667b).
- (2)(A) Subject to subparagraph (C) and paragraphs (3), (4), (5), and (6), the Secretary of Defense shall exercise the authority delegated to the Secretary pursuant to paragraph (1) in accordance with—
 - (i) all regulations in effect on the date of the enactment of this Act governing the utilization of excess property and the disposal of surplus property under the Federal Property and Administrative Services Act of 1949; and
 - (ii) all regulations in effect on the date of the enactment of this Act governing the conveyance and disposal of property under section 13(g) of the Surplus Property Act of 1944 (50 U.S.C. App. 1622(g)).
- (B) The Secretary, after consulting with the Administrator of General Services, may issue regulations that are necessary to carry out the delegation of authority required by paragraph (1).
- (C) The authority required to be delegated by paragraph (1) to the Secretary by the Administrator of General Services shall not include the authority to prescribe general policies and methods for utilizing excess property and disposing of surplus property.
- (D) The Secretary of Defense may transfer real property or facilities located at a military installation to be closed or realigned under this part, with or without reimbursement, to a military department or other entity (including a nonappropriated fund instrumentality) within the Department of Defense or the Coast Guard.
- (E) Before any action may be taken with respect to the disposal of any surplus real property or facility located at any military installation to be closed or realigned under this part, the Secretary of Defense shall consult with the Governor of the State and the heads of the local governments concerned for the purpose of considering any plan for the use of such property by the local community concerned.
- (3)(A) Not later than 6 months after the date of approval of the closure of a military installation under this part, the Secretary, in consultation with the redevelopment authority with respect to the installations shall—
 - (i) inventory the personal property located at the installation; and
 - (ii) identify the items (or categories of items) of such personal property that the Secretary determines to be related to real property and anticipates will support the implementation of the redevelopment plan with respect to the installation.
- (B) If not redevelopment authority referred to in subparagraph (A) exists with respect to an installation, the Secretary shall consult with—
 - (i) the local government in whose jurisdiction the installation is wholly located; or
 - (ii) a local government agency or State government agency designated for the purpose of such consultation by the chief executive officer of the State in which the installation is located.

- (C)(i) Except as provided in subparagraphs (E) and (F), the Secretary may not carry out any of the activities referred to in clause (ii) with respect to an installation referred to in that clause until the earlier of—
 - (I) one week after the date on which the redevelopment plan for the installation is submitted to the Secretary;
 - (II) the date on which the redevelopment authority notifies the Secretary that it will not submit such a plan;
 - (III) twenty-four months after the date of approval of the closure of the installation; or
 - (IV) ninety days before the date of the closure of the installation.
- (ii) The activities referred to in clause (i) are activities relating to the closure of an installation to be closed under this part as follows:
 - (I) The transfer from the installation of items of personal property at the installation identified in accordance with subparagraph (A).
 - (II) The reduction in maintenance and repair of facilities or equipment located at the installation below the minimum levels required to support the use of such facilities or equipment for nonmilitary purposes.
- (D) Except as provided in paragraph (4), the Secretary may not transfer items of personal property located at an installation to be closed under this part to another installation, or dispose of such items, if such items are identified in the redevelopment plan for the installation as items essential to the reuse or redevelopment of the installation. In connection with the development of the redevelopment plan for the installation, the Secretary shall consult with the entity responsible for developing the redevelopment plan to identify the items of personal property located at the installation, if any, that the entity desires to be retained at the installation for reuse or redevelopment of the installation.
- (E) This paragraph shall not apply to any personal property located at an installation to be closed under this part if the property—
 - (i) is required for the operation of a unit, function, component, weapon, or weapons system at another installation;
 - (ii) is uniquely military in character, and is likely to have no civilian use (other than use for its material content or as a source of commonly used components);
 - (iii) is not required for the reutilization or redevelopment of the installation (as jointly determined by the Secretary and the redevelopment authority);
 - (iv) is stored at the installation for purposes of distribution (including spare parts or stock items); or
 - (v)(I) meets known requirements of an authorized program of another Federal department or agency for which expenditures for similar property would be necessary, and (II) is the subject of a written request by the head of the department or agency.
- (F) Notwithstanding subparagraphs (C)(i) and (D), the Secretary may carry out any activity referred to in subparagraph (C)(ii) or (D) if the Secretary determines that the carrying out of such activity is in the national security interest of the United States.
- (4)(A) The Secretary may transfer real property and personal property at a military installation to be closed under this part to the redevelopment authority with respect to the installation.

- (B)(i)(I) Except as provided in clause (ii), the transfer of property under subparagraph (A) may be for consideration at or below the estimated fair market value of the property transferred or without consideration. Such consideration may include consideration in kind (including goods and services), real property and improvements, or such other consideration as the Secretary considers appropriate. The Secretary shall determine the estimated fair market value of the property to be transferred under this subparagraph before carrying out such transfer.
- (II) The Secretary shall prescribe regulations that set forth guidelines for determining the amount, if any, of consideration required for a transfer under this paragraph. Such regulations shall include a requirement that, in the case of each transfer under this paragraph for consideration below the estimated fair market value why the transfer is not for the estimated fair market value of the property to be transferred (including an explanation why the transfer cannot be carried out in accordance with the authority provided to the Secretary pursuant to paragraph (1) or (2)).
- (ii) The transfer of property under subparagraph (A) shall be without consideration in the case of any installation located in a rural area whose closure under this part will have a substantial adverse impact (as determined by the Secretary) on the economy of the communities in the vicinity of the installation and on the prospect for the economic recovery of such communities from such closure. The Secretary shall prescribe in the regulations under clause (i)(II) the manner of determining whether communities are eligible for the transfer of property under this clause.
- (iii) In the case of a transfer under subparagraph (A) for consideration below the fair market value of the property transferred, the Secretary may recoup from the transferee of such property such portion as the Secretary determines appropriate of the amount, if any, by which the sale or lease of such property by such transferee exceeds the amount of consideration paid to the Secretary for such property by such transferee. The Secretary shall prescribe regulations for determining the amount of recoupment under this clause.
- (C)(i) The transfer of personal property under subparagraph (A) shall not be subject to the provisions of sections 202 and 203 of the Federal Property and Administrative Services Act of 1949 (40 U.S.C. 483, 484) if the Secretary determines that the transfer of such property is necessary for the effective implementation of a redevelopment plan with respect to the installation at which such property is located.
- (ii) The Secretary may, in lieu of the transfer of property referred to in subparagraph (A), transfer property similar to such property (including property not located at the installation) if the Secretary determines that the transfer of such similar property is in the interest of the United States.
- (D) The provisions of section 120(h) of the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (42 U.S.C. 9602(h) shall apply to any transfer of real property under this paragraph.
- (E) The Secretary may require any additional terms and condition in connection with a transfer under this paragraph as such Secretary considers appropriate to protect the interests of the United States.
- (5)(A) Except as provided in subparagraph (B), the Secretary shall take such actions as the Secretary determines necessary to ensure that final determinations under paragraph (1) regarding whether another department or agency of the Federal

Government has identified a use for any portion of a military installations to be closed under this part, or will accept transfer of any portion of such installation, are made not later than 6 months after the date of approval of closure of that installation.

- (B) The Secretary may, in consultation with the redevelopment authority with respect to an installation, postpone making the final determinations referred to in subparagraph (A) with respect to the installation for such period as the Secretary determines appropriate if the Secretary determines that such postponement is in the best interests of the communities affected by the closure of the installation.
- (6)(A) Except as provided in this paragraph, nothing in this section shall limit or otherwise affect the application of the provisions of the Stewart B. McKinney Homeless Assistance Act (42 U.S.C. 11301 et seq.) to military installations closed under this part. For procedures relating to the use to assist the homeless of buildings and property at installations closed under this part after the date of the enactment of this sentence, see paragraph (7).
- (B)(i) Not later than the date on which the Secretary of Defense completes the determination under paragraph (5) of the transferability of any portion of an installation to be closed under this part, the Secretary shall—
 - (I) complete any determinations or surveys necessary to determine whether any building or property referred to in clause (ii) is excess property, surplus property, or unutilized or underutilized property for the purpose of the information referred to in section 501(a) of such Act (42 U.S.C. 11411(a)); and
 - (II) submit to the Secretary of Housing and Urban Development information on any building or property that is so determined.
- (ii) The buildings and property referred to in clause (i) are any buildings or property located at an installation referred to in that clause for which no use is identified, or of which no Federal department or agency will accept transfer, pursuant to the determination of transferability referred to in that clause.
- (C) Not later than 60 days after the date on which the Secretary of Defense submits information to the Secretary of Housing and Urban Development under subparagraph (B)(ii), the Secretary of Housing and Urban Development shall—
 - (i) identify the buildings and property described in such information that are suitable for use to assist the homeless;
 - (ii) notify the Secretary of Defense of the buildings and property that are so identified;
 - (iii) publish in the Federal Register a list of the buildings and property that are so identified, including with respect to each building or property the information referred to in section 501(c)(1)(B) of such Act; and
 - (iv) make available with respect to each building and property the information referred to in section 501(c)(1)(C) of such Act in accordance with such section 501(c)(1)(C).
- (D) Any buildings and property included in a list published under subparagraph (C)(iii) shall be treated as property available for application for use to assist the homeless under section 501(d) of such Act.
- (E) The Secretary of Defense shall make available in accordance with section 501(f) of such Act any buildings or property referred to in subparagraph (D) for which—

- (i) a written notice of an intent to use such buildings or property to assist the homeless is received by the Secretary of Health and Human Services in accordance with section 501(d)(2) of such Act;
- (ii) an application for use of such buildings or property for such purpose is submitted to the Secretary of Health and Human Services in accordance with section 501(d)(2) of such Act; and
 - (iii) The Secretary of Health and Human Services-
 - (I) completes all actions on the application in accordance with section 501(e)(3) of such Act; and
 - (II) approves the application under section 501(e) of such Act.
- (F)(i) Subject to clause (ii), a redevelopment authority may express in writing an interest in using buildings and property referred to subparagraph (D), and buildings and property referred to in subparagraph (B)(ii) which have not been identified as suitable for use to assist the homeless under subparagraph (C), or use such buildings and property, in accordance with the redevelopment plan with respect to the installation at which such buildings and property are located as follows:
 - (I) If no written notice of an intent to use such buildings and property to assist the homeless is received by the Secretary of Health and Human Services in accordance with section 501(d)(2) of such Act during the 60-day period beginning on the date of publication of the buildings and property under subparagraph (C)(iii).
 - (II) In the case of buildings and property for which such notice is so received, if no application for use of the buildings or property for such purpose is received by the Secretary of Health and Human Services in accordance with section 501(d)(2) of such Act during the 90-day period beginning on the date of the receipt of such notice.
 - (III) In the case of buildings and property for which such application is so received, if the Secretary of Health and Human Services rejects the application under section (501)(e) of such Act.
- (ii) Buildings and property shall be available only for the purpose of permitting a redevelopment authority to express in writing an interest in the use of such buildings and property, or to sue such buildings and property, under clause (i) as follows:
 - (I) In the case of buildings and property referred to in clause (i)(I), during the one-year period beginning on the first day after the 60-day period referred to in that clause.
 - (II) In the case of buildings and property referred to in clause (i)(II), during the one-year period beginning on the first day after the 90-day period referred to in that clause.
 - (III) In the case of buildings and property referred to in clause (i)(III), during the one-year period beginning on the date of rejection of the application referred to in that clause.
- (iii) A redevelopment authority shall express an interest in the use of buildings and property under this subparagraph by notifying the Secretary of Defense, in writing, of such an interest.
- (G)(i) Buildings and property available for a redevelopment authority under subparagraph (F) shall not be available for use to assist the homeless under section 501 of such Act while so available for a redevelopment authority.

- (ii) If a redevelopment authority does not express an interest in the use of buildings or property, or commence the use of buildings or property, under subparagraph (F) within the applicable time periods specified in clause (ii) of such subparagraph, such buildings and property shall be treated as property available for use to assist the homeless under section 501(a) of such Act.
- (7)(A) Determinations of the use to assist the homeless of buildings and property located at installations approved for closure under this part after the date of the enactment of this paragraph shall be determined under this paragraph rather than paragraph (6).
- (B)(i) Not later that the date on which the Secretary of Defense completes the final determinations referred to in paragraph (5) relating to the use or transferability of any portion of an installation covered by this paragraph, the Secretary shall—
 - (I) identify the buildings and property at the installation for which the Department of Defense has a use, for which another department or agency of the Federal Government has identified a use, or of which another department or agency will accept a transfer;
 - (II) take such actions as are necessary to identify any building or property at the installation not identified under subclause (I) that is excess property or surplus property;
 - (III) submit to the Secretary of Housing and Urban Development and to the redevelopment authority for the installation (or the chief executive officer of the State in which the installation is located if there is no redevelopment authority for the installation at the completion of the determination described in the stem of this sentence) information on any building or property that is identified under subclause (II); and
 - (IV) publish in the Federal Register and in a newspaper of general circulation in the communities in the vicinity of the installation information on the buildings and property identified under subclause (II).
- (ii) Upon the recognition of a redevelopment authority for an installation covered by this paragraph, the Secretary of Defense shall publish in the Federal Register and in a newspaper of general circulation in the communities in the vicinity of the installation information on the redevelopment authority.
- (C)(i) State and local governments, representatives of the homeless, and other interested parties located in the communities in the vicinity of an installation covered by this paragraph shall submit to the redevelopment authority for the installation a notice of the interest, if any, of such governments, representatives, and parties in the buildings or property, or any portion thereof, at the installation that are identified under subparagraph (B)(i)(II). A notice of interest under this clause shall describe the need of the government, representative, or party concerned for the buildings or property covered by the notice.
- (ii) The redevelopment authority for an installation shall assist the governments, representatives, and parties referred to in clause (i) in evaluating buildings and property at the installation for purposes of this subparagraph.
- (iii) In providing assistance under clause (ii), a redevelopment authority shall—
 - (1) consult with representatives of the homeless in the communities in the vicinity of the installation concerned; and

- (II) undertake outreach efforts to provide information on the buildings and property to representatives of the homeless, and to other persons or entities interested in assisting the homeless, in such communities.
- (iv) It is the sense of Congress that redevelopment authorities should begin to conduct outreach efforts under clause (iii)(II) with respect to an installation as soon as is practicable after the date of approval of closure of the installation.
- (D)(i) State and local governments, representatives of the homeless, and other interested parties shall submit a notice of interest to a redevelopment authority under subparagraph (C) not later than the date specificized for such notice by the redevelopment authority.
 - (ii) The date specified under clause (i) shall be-
 - (I) in the case of an installation for which a redevelopment authority has been recognized as of the date of the completion of the determinations referred to in paragraph(5), not earlier than 3 months and not later than 6 months after that date; and
 - (II) in case of an installation for which a redevelopment authority is not recognized as of such date, not earlier than 3 months and not later than 6 months after the date of the recognition of a redevelopment authority for the installation.
- (iii) Upon specifying a date for an installation under this subparagraph, the redevelopment authority for the installation shall—
 - (I) publish the date specified in a newspaper of general circulation in the communities in the vicinity of the installation concerned; and
 - (II) notify the Secretary of Defense of the date.
- (E)(i) In submitting to a redevelopment authority under subparagraph (C) a notice of interest in the use of buildings or property at an installation to assist the homeless, a representative of the homeless shall submit the following:
 - (I) A description of the homeless assistance program that the representative proposes to carry out at the installation.
 - (II) An assessment of the need for the program.
 - (III) A description of the extent tot which the program is or will be coordinated with other homeless assistance programs in the communities in the vicinity of the installation.
 - (IV) A description of the buildings and property at the installation that necessary in order to carry out the program.
 - (V) A description of the financial plan, the organization, and the organizational capacity of the representative to carry out the program.
 - (VI) An assessment of the time required in order to commence carrying out the program.
- (ii) A redevelopment authority may not release to the pubic any information submitted to the redevelopment authority under clause (i)(V) without the consent of the representative of the homeless concerned unless such release is authorized under Federal law and under the law of the State and communities in which the installation concerned is located.
- (F)(i) The redevelopment authority for each installation covered by this paragraph shall prepare a redevelopment plan for the installation. The redevelopment authority shall, in preparing the plan, consider the interests in the use

to assist the homeless of the buildings and property at the installation that are expressed in the notices submitted to the redevelopment authority under subparagraph (C).

- (ii)(I) In connection with a redevelopment plan for an installation, a redevelopment adhered and representatives of the homeless shall prepare legally binding agreements that provide for the use to assist the homeless of buildings and property, resources, and agreements shall be contingent upon the approval of the redevelopment plan by the Secretary of Housing and Urban Development under subparagraph (H) or (J).
- (II) Agreements under this clause shall provide for the reversion to the redevelopment authority concerned, or to such other entity or entities as the agreements shall provide, of buildings and property that are made available under this paragraph for use to assist the homeless i the event that such buildings and property cease being used for that purpose.
- (iii) A redevelopment authority shall provide opportunity for public comment on a redevelopment plan before submission of the plan to the Secretary of Defense and the Secretary of Housing and Urban Development under subparagraph (G),
- (iv) A redevelopment authority shall complete preparation of a redevelopment plan for an installation and submit the plan under subparagraph (G) not later than 9 months after the date specified by the redevelopment authority for the installation under subparagraph (D).
- (G)(i) Upon completion of a redevelopment plan under subparagraph (F), a redevelopment authority shall submit an application containing the plan to the Secretary of Defense and to the Secretary of Housing and Urban Development.
- (ii) A redevelopment authority shall include in an application under clause (i) the following:
 - (I) A copy of the redevelopment plan, including a summary of any public comments on the plan received by the redevelopment authority under subparagraph (F)(iii).
 - (II) A copy of each notice of interest of use of buildings and property to assist the homeless that was submitted to the redevelopment authority under subparagraph (C), together with a description of the manner, if any, in which the plan addresses the interest expressed in each such notice and, if the plan does not address such an interest, an explanation why the plan does not address the interest.
 - (III) A summary of the outreach undertaken by the redevelopment authority under subparagraph (C)(iii)(II) in preparing the plan.
 - (IV) A statement identifying the representative of the homeless and the homeless assistance planning boards, if any, with which the redevelopment authority consulted in preparing the plan, and the results of such consultations.
 - (V) An assessment of the manner in which the redevelopment plan balances the expressed needs of the need of the communities in the vicinity of the installation for economic redevelopment and other development.
 - (VI) Copies of the agreements that the redevelopment authority proposes to enter into under subparagraph (F)(ii).
- (H)(i) Not later than 60 days after receiving a redevelopment plan under subparagraph (G), the Secretary of Housing and Urban Development shall complete

a review of the plan. The purpose of the review is to determine whether the plan, with respect to the expressed interest and requests of representatives of the homeless—

- (I) takes into consideration the size and nature of the homeless population in the communities in the vicinity of the installation, the availability of existing services in such communities to meet the needs of the homeless in such communities, and the suitability of the buildings and property covered by the plan for the use and needs of the homeless in such communities;
- (II) takes into consideration any economic impact of homeless assistance under the plan on the communities in the vicinity of the installation;
- (III) balances in an appropriate manner the needs of the communities in the vicinity of the installation for economic redevelopment and other development with the needs of the homeless in such communities;
- (IV) was developed in consultation with representatives of the homeless and the homeless assistance planning boards, if any, in the communities in the vicinity of the installation; and
- (V) specifies the manner in which buildings and property, resources and assistance on or off the installation will be made available for homeless assistance proposes.
- (ii) It is the sense of Congress that the Secretary of Housing and Urban Development shall, in completing the review of a plan under this subparagraph, take into consideration and be receptive to the predominant views on the plan of the communities in the vicinity of the installation covered by the plan.
- (iii) The Secretary of Housing and Urban Development may engage in negotiations and consultation with a redevelopment authority before or during the course of a review under clause (i) with a view toward resolving any preliminary determination of the Secretary that the redevelopment plan does not meet a requirement set forth in that clause. The redevelopment authority may modify the redevelopment plan as a result of such negotiations and consultations.
- (iv) Upon completion of a review of a redevelopment plan under clause (i), the Secretary of Housing and Urban Development shall notify the Secretary of Defense and the redevelopment authority concerned of the determination of the Secretary of Housing and Urban Development under that clause.
- (v) If the Secretary of Housing and Urban Development determines as a result of such a review that a redevelopment plan does not meet the requirements set forth in clause (i), a notice under clause (iv) shall include—
 - (I) an explanation of that determination; and
 - (II) a statement of the actions that the redevelopment authority must undertake in order to address that determination.
- (I)(i) Upon receipt of a notice under subparagraph (H)(iv) of a determination that a redevelopment plan does not meet a requirement set forth in subparagraph (H)(i), a redevelopment authority shall have the opportunity to—
 - (I) revise the plan in order to address the determination; and
 - (II) submit the revised plan to the Secretary of Housing and Urban Development.
- (ii) A redevelopment authority shall submit a revised plan under this subparagraph to the Secretary of Housing and Urban Development, if at all, not later than 90 days after the date on which the redevelopment authority receives the notice referred to in clause(i).

- (J)(i) Not later than 30 days after receiving a revised redevelopment.plan under subparagraph (I), the Secretary of Housing and Urban Development shall review the revised plan and determine if the plan meets the requirements set forth in subparagraph (H)(i).
- (ii) The Secretary of Housing and Urban Development shall notify the Secretary of Defense and the redevelopment authority concerned of the defemination of the Secretary of Housing and Urban Development under this subparagraph.
- (K) Upon receipt of a notice under subparagraph (H)(vi) or (J)(ii) of the determination of the Secretary of Housing and Urban Development that a redevelopment plan for an installation meets the requirements set forth in subparagraph (H)(i), the Secretary of Defense shall dispose of the buildings and property located at the installation that are identified in the plan as available for use to assist the homeless in accordance with the provisions of the plan. The Secretary of Defense may dispose of such buildings or property directly to the representatives of the homeless concerned or to the redevelopment authority concerned. The Secretary of Defense shall dispose of the buildings and property under this subparagraph without consideration.
- (L)(i) If the Secretary of Housing and Urban Development determines under subparagraph (J) that a revised redevelopment plan for an installation does not meet the requirements set forth in subparagraph (H)(i), or if no revised plan is so submitted, that Secretary shall—
 - (I) review the original redevelopment plan submitted to that Secretary under subparagraph (G), including the notice or notices of representatives of the homeless referred to in clause (ii)(II) of that subparagraph;
 - (II) consult with the representatives referred to in subclause(I), if any, for purposes of evaluating the continuing interest of such representatives in the use of buildings or property at the installation to assist the homeless;
 - (III) request that each such representative submit to that Secretary the items described in clause (ii); and
 - (IV) based on the actions of that Secretary under subclauses (I) and (II), and on any information obtained by that Secretary as a result of such actions, indicate to the Secretary of Defense the buildings and property at the installation that meet the requirements set forth in subparagraph (H)(i).
- (ii) The Secretary of Housing and Urban Development may request under clause (i)(III) that a representative of the homeless submit to that Secretary the following:
 - (I) A description of the program of such representative to assist the homeless.
 - (II) A description of the manner in which the buildings and property that the representative proposes to use for such purpose will assist the homeless.
 - (III) Such information as that Secretary requires in order to determine the financial capacity of the representative to carry out the program and to ensure that the program will be carried out in compliance with Federal environmental law and Federal law against discrimination.
 - (IV) A certification that police services, fire protection services, and water and sewer services available in the communities in the vicinity of the installation concerned are adequate for the program.
 - (iii) The Secretary of Housing and Urban Development shall indicate to the

Secretary of Defense and to the redevelopment authority concerned that buildings and property at an installation under clause (i)(IV) to be disposed of not later than 90 days after the date of a receipt of a revised plan for the installation under subparagraph (J).

- (iv) The Secretary of ?Defense shall dispose of the buildings and property at an installation referred to in clause (iii) to entities indicated by the Secretary of Housing and Urban Development or by transfer to the redevelopment authority concerned for transfer to such entities. Such disposal shall be in accordance with the indications of the Secretary of Housing and Urban Development under clause (i)(IV). Such disposal shall be without consideration.
- (M)(I) In the event of the disposal of buildings and property of an installation pursuant to subparagraph (K), the redevelopment authority for the installation shall be responsible for the implementation of and compliance with agreements under the redevelopment plan described in that subparagraph for the installation.
- (ii) If a building or property reverts to a redevelopment authority under such an agreement, the redevelopment authority shall take appropriate actions to secure, to the maximum extent practicable, the utilization of the building or property by other homeless representatives to assist the homeless. A redevelopment authority may not be required to utilize the building or property to assist the homeless.
- (N) The Secretary of Defense may postpone or extend any deadline provided for under this paragraph in the case of an installation covered by this paragraph for such period as the Secretary considers appropriate if the Secretary determines that such postponement is in the interests of the communities affected by the closure of the installations. The Secretary shall make such determinations in consultation with the redevelopment authority concerned and, in the case of deadlines provided for under this paragraph with respect to the Secretary of Housing and Urban Development in consultation with the Secretary of Housing and Urban Development.
- (O) For purposes of this paragraph, the term "communities in the vicinity of the installation", in the case of an installation, means the communities that constitute the political jurisdictions (other than the State in which the installation is located) that comprise the redevelopment authority for the installation.
- (8)(A) Subject to subparagraph (C), the Secretary may contract with local governments for the provisions of police services, fire protection services, airfield operation services, or other community services by such governments at military installations that the provisions of such services under such contracts is in the best interests of the Department of Defense.
- (B) The Secretary may exercise the authority provided under this paragraph without regard to the provisions of chapter 146 of title 10, United States Code.
- (C) The Secretary may not exercise the authority under subparagraph (A) with respect to an installation earlier than 180 days before the date on which the installation is to be closed.
- (D) The Secretary shall include in a contract for services entered into with a local government under this paragraph a clause that requires the use of professionals to furnish the services to the extent that professionals are available in the area under the jurisdiction of such government.
- (c) APPLICABILITY OF NATIONAL ENVIRONMENTAL POLICY ACT OF 1969.—(1) The provisions of the National Environmental Policy Act of 1969 (42 U.S.C. 4321 et seq.) shall not apply to the actions of the President, the Commission,

and, except as provided in paragraph (2), the Department of Defense in carrying out this part.

- (2)(A) The provisions of the National Environmental Policy Act of 1969 shall apply to actions of the Department of Defense under this part (i) during the process of property disposal, and (ii) during the process of relocating functions from a military installation being closed or realigned to another military installation after the receiving installation has been selected but before the functions are relocated.
- (B) In applying the provisions of the National Environmental Policy Act of 1969 to the processes referred to in subparagraph (A), the Secretary of Defense and the Secretary of the military departments concerned shall not have to consider—
 - (i) the need for closing or realigning the military installation which has been recommended for closure or realignment by the Commission;
 - (ii) the need for transferring functions to any military installation which has been selected as the receiving installation; or
 - (iii) military installations alternative to those recommended or selected.
- (3) A civil action for judicial review, with respect to any requirement of the National Environmental Policy Act of 1969 to the extent such Act is applicable under paragraph (2), of any act or failure to act by the Department of Defense during the closing, realigning, or relocating of functions referred to in clauses (i) and (ii) of paragraph (2)(A), may not be brought more than 60 days after the date of such act or failure to act.
- (d) WAIVER.—The Secretary of Defense may close or realign military installations under this part without regard to—
 - (1) any provision of law restricting the use of funds for closing or realigning military installations included in any appropriations or authorization Act; and
 - (2) sections 2662 and 2687 of title 10, United States Code.
- (e) TRANSFER AUTHORITY IN CONNECTION WITH PAYMENT OF ENVIRONMENTAL REMEDIATION COSTS.—(1)(A) Subject to paragraph (2) of this subsection and section 120(h) of the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (42 U.S.C. 9620(h)), the Secretary may enter into an agreement to transfer by deed real property or facilities referred to in subparagraph (B) with any person who agrees to perform all environmental restoration, waste management, and environmental compliance activities that are required for the property or facilities under Federal and State laws, administrative decisions, agreements (including schedules and milestones), and concurrences.
- (B) The real property and facilities referred to in subparagraph (A) are the real property and facilities located at an installation closed or to be closed under this part that are available exclusively for the use, or expression of an interest in a use, of a redevelopment authority under subsection (b)(6)(F) during the period provided for that use, or expression of interest in use, under that subsection.
- (C) The Secretary may require any additional terms and conditions in connection with an agreement authorized by subparagraph (A) as the Secretary considers appropriate to protect the interests of the United States.
- (2) A transfer of real property or facilities may be made under paragraph (1) only if the Secretary certifies to Congress that—

- (A) the costs of all environmental restoration, waste management, environmental compliance activities to be paid by the recipient of the property or facilities are equal to or greater than the fair market value of the property or facilities to be transferred, as determined by the Secretary; or
- (B) if such costs are lower than the fair market value of the property or facilities, the recipient of the property or facilities agrees to pay the difference between the fair market value and such costs.
- (3) As part of an agreement under paragraph (1), the Secretary shall disclose to the person to whom the property or facilities will be transferred any information of the Secretary regarding the environmental restoration, waste management, and environmental compliance activities described in paragraph (1) that relate to the property or facilities. The Secretary shall provide such information before entering into the agreement.
- (4) Nothing in this subsection shall be construed to modify, alter, or amend the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (42 U.S.C. 9601 et seq.) or the Solid Waste Disposal Act (42 U.S.C. 6901 et seq.).
- (5) Section 330 of the National Defense Authorization Act for Fiscal Year 1993 (Public Law 102-484; 10 U.S.C. 22687 note) shall not apply to any transfer under this subsection to persons or entities described in subsection (a)(2) of such section 330.
- (6) The Secretary may not enter into an agreement to transfer property or facilities under this subsection after the expiration of the five-year period beginning on the date of the enactment of the National Defense Authorization Act for Fiscal Year 1994.

SEC. 2906. ACCOUNT

- (a) IN GENERAL.—(1) There is hereby established on the books of the Treasury an account to be known as the "Department of Defense Base Closure Account 1990" which shall be administered by the Secretary as a single account.
 - (2) There shall be deposited into the Account-
 - (A) funds authorized for and appropriated to the Account;
 - (B) any funds that the Secretary may, subject to approval in an appropriation Act, transfer to the Account from funds appropriated to the Department of Defense for any purpose, except that such funds may be transferred only after the date on which the Secretary transmits written notice of, and justification for, such transfer to the congressional defense committees; and
 - (C) except as provided in subsection (d), proceeds received from the transfer or disposal of any property at a military installation closed or realigned under this part; and
 - (D) proceeds received after September 30, 1995, from the transfer or disposal of any property at a military installation closed or realigned under title II of the Defense Authorization Amendments and Base Closure and Realignment Act (Public Law 100-526; 10 U.S.C. 2687 note).
- (b) USE OF FUNDS.—(1) The Secretary may use the funds in the Account only for the purposes described in section 2905 or, after September 30, 1995, for environmental restoration and property management and disposal at installations closed or realigned under title II of the Defense Authorization Amendments and

Base Closure and Realignment Act (Public Law 100-526; 10 U.S.C. 2687 note).

- (2) When a decision is made to use funds in the Account to carry out a construction project under section 2905(a) and the cost of the project will exceed the maximum amount authorized by law for a minor military construction project, the Secretary shall notify in writing the congressional defense committees of the nature of, and justification for, the project and the amount of expenditures for such project. Any such construction project may be carried out without regard to section 2802(a) of title 10. United States Code.
- (c) REPORTS.—(1)(A) No later than 60 days after the end of each fiscal year in which the Secretary carries out activities under this part, the Secretary shall transmit a report to the congressional defense committees of the amount and nature of the deposits into, and the expenditures from, the Account during such fiscal year and of the amount and nature of other expenditures made pursuant to section 2905(a) during such fiscal year.
 - (B) The report for a fiscal year shall include the following:
 - (i) The obligations and expenditures from the Account during the fiscal year, identified by subaccount, for each military department and Defense Agency.
 - (ii) The fiscal year in which appropriations for such expenditures were made and the fiscal year in which funds were obligated for such expenditures.
 - (iii) Each military construction project for which such obligations and expenditures were made, identified by installation and project title.
 - (iv) A description and explanation of the extent, if any, to which expenditures for military construction projects for the fiscal year differed from proposals for projects and funding levels that were included in the jurisdiction transmitted to Congress under section 2907(1), or otherwise, for the funding proposals for the Account for such fiscal year, including an explanation of—
 - (I) any failure to carry out military construction projects that were so proposed; and
 - (II) any expenditures for military construction projects that were not so proposed.
- (2) Unobligated funds which remain in the Account after the termination of the authority of the Secretary to carry out a closure or realignment under this part shall be held in the Account until transferred by law after the congressional defense committees receive the report transmitted under paragraph (3).
- (3) No later than 60 days after the termination of the authority of the Secretary to carry out a closure or realignment under this part, the Secretary shall transmit to the congressional defense committees a report containing an accounting of—
 - (A) all the funds deposited into and expended from the Account or otherwise expended under this part; and
 - (B) any amount remaining in the Account.
- (d) DISPOSAL OR TRANSFER OF COMMISSARY STORES AND PROPERTY PURCHASED WITH NONAPPROPRIATED FUNDS.—(1) If any real property or facility acquired, constructed, or improved (in whole or in part) with commissary store funds or nonappropriated funds is transferred or disposed of in connection with the closure or realignment of a military installation under this part, a portion of the proceeds of the transfer or other disposal of property on that installation shall be deposited in the reserve account established under section 204(b)(4)(C) of the

Defense Authorization Amendments and Base Closure and Realignment Act (10. U.S.C. 2687 note).

- (2) The amount so deposited shall be equal to the depreciated value of the investment made with such funds in the acquisition, construction, or improvement of that particular real property or facility. The depreciated value of the investment shall be computed in accordance with regulations prescribed by the Secretary of Defense.
- (3) The Secretary may use amounts in the account (in such an aggregate amount as is provided in advance in appropriation Acts) for the purpose of acquiring, constructing, and improving—
 - (A) commissary stores; and
 - (B) real property and facilities for nonappropriated fund instrumentalities.
 - (4) As used in this subsection:
 - (A) The term "commissary store funds" means funds received from the adjustment of, or surcharge on, selling prices at commissary stores fixed under section 2685 of title 10, United States Code.
 - (B) The term "nonappropriated funds" means funds received from a nonappropriated fund instrumentality.
 - (C) The term "nonappropriated fund instrumentality" means an instrumentality of the United States under the jurisdiction of the Armed Forces (including the Army and Air Force Exchange Service, the navy Resale and Services Support Office, and the Marine Corps exchanges) which is conducted for the comfort, pleasure, contentment, or physical or mental improvement of members of the Armed Forces.
- (e) ACCOUNT EXCLUSIVE SOURCE OF FUNDS FOR ENVIRONMENTAL RESTORATION PROJECTS.—Except for funds deposited into the Account under subsection (a), funds appropriated to the Department of Defense may not be used for purposes described in section 2905(a)(1)(C). The prohibition in this subsection shall expire upon the termination of the authority of the Secretary to carry out a closure or realignment under this part.

SEC. 2907. REPORTS

As part of the budget request for fiscal year 1993 and for each fiscal year thereafter for the Department of Defense, the Secretary shall transmit to the congressional defense committees of Congress—

- (1) a schedule of the closure and realignment actions to be carried out under this part in the fiscal year for which the request is made and an estimate of the total expenditures required and cost savings to be achieved by each such closure and realignment and of the time period in which these savings are to be achieved in each case, together with the Secretary's assessment of the environmental effects of such actions; and
- (2) a description of the military installations, including those under construction and those planned for construction, to which functions are to be transferred as a result of such closures and realignments, together with the Secretary's assessment of the environmental effects of such transfers.

SEC. 2908. CONGRESSIONAL CONSIDERATION OF COMMISSION REPORT

- (a) TERMS OF THE RESOLUTION.—For purposes of section 2904(b), the term "joint resolution" means only a joint resolution which is introduced within the 10-day period beginning on the date on which the President transmits the report to the Congress under section 2903(e), and—
 - (1) which does not have a preamble;
 - (2) the matter after the resolving clause of which is as follows: "That Congress disapproves the recommendations of the Defense Base Closure and Realignment Commission as submitted by the President on _____", the blank space being filled in with the appropriate date; and
 - (3) the title of which is as follows: "Joint resolution disapproving the recommendations of the Defense Base Closure and Realignment Commission."
- (b) REFERRAL.—A resolution described in subsection (a) that is introduced in the House of Representatives shall be referred to the Committee on Armed Services of the House of Representatives. A resolution described in subsection (a) introduced in the Senate shall be referred to the Committee on Armed Services of the Senate.
- (c) DISCHARGE.—If the committee to which a resolution described in subsection (a) is referred has not reported such a resolution (or an identical resolution) by the end of the 20-day period beginning on the date on which the President transmits the report to the Congress under section 2903(e), such committee shall be, at the end of such period, discharged from further consideration of such resolution, and such resolution shall be placed on the appropriate calendar of the House involved.
- (d) CONSIDERATION.—(1) On or after the third day after the date on which the committee to which such a resolution is referred has reported, or has been discharged (under subsection (c)) from further consideration of, such a resolution, it is in order (even though a previous motion to the same effect has been disagreed to) for any Member of the respective House to move to proceed to the consideration of the resolution. A member may make the motion only on the day after the calendar day on which the Member announces to the House concerned the Member's intention to make the motion, except that, in the case of the House of Representatives, the motion may be made without such prior announcement if the motion is made by direction of the committee to which the resolution was referred. All points of order against the resolution (and against consideration of the resolution) are waived. The motion is highly privileged in the House of Representatives and is privileged in the Senate and is not debatable. The motion is not subject to amendment, or to a motion to postpone, or to a motion to proceed to the consideration of other business. A motion to reconsider the vote by which the motion is agreed to or disagreed to shall not be in order. If a motion to proceed to the consideration of the resolution is agreed to, the respective House shall immediately proceed to consideration of the joint resolution without intervening motion, order, or other business, and the resolution shall remain the unfinished business of the respective House until disposed of.
- (2) Debate on the resolution, and on all debatable motions and appeals in connection therewith, shall be limited to not more than 2 hours, which shall be divided equally between those favoring and those opposing the resolution. An

amendment to the resolution is not in order. A motion further to limit debate is in order and not debatable. A motion to postpone, or a motion to proceed to the consideration of other business, or a motion to recommit the resolution is not in order. A motion to reconsider the vote by which the resolution is agreed to or disagreed to is not in order.

- (3) Immediately following the conclusion of the debate on a resolution described in subsection (a) and a single quorum call at the conclusion of the debate if requested in accordance with the rules of the appropriate House, the vote on final passage of the resolution shall occur.
- (4) Appeals from the decisions of the Chair relating to the application of the rules of the Senate or the House of Representatives, as the case may be, to the procedure relating to a resolution described in subsection (a) shall be decided without debate.
- (e) CONSIDERATION BY OTHER HOUSE.—(1) If, before the passage by one House of a resolution of that House described in subsection (a), that House received from the other House a resolution described in subsection (a), then the following procedures shall apply:
 - (A) The resolution of the other House shall not be referred to a committee and may not be considered in the House receiving it except in the case of final passage as provided in subparagraph (B)(ii).
 - (B) With respect to a resolution described in subsection (a) of the House receiving the resolution—
 - (i) the procedure in that House shall be the same as if no resolution had been received from the other House; but
 - (ii) the vote on final passage shall be on the resolution of the other House.
- (2) Upon disposition of the resolution received from the other House, it shall no longer be in order to consider the resolution that originated in the receiving House.
- (f) RULES OF THE SENATE AND HOUSE.—This section is enacted by Congress—
 - (1) as an exercise of the rulemaking power of the Senate and House of Representatives, respectively, and as such it is deemed a part of the rules of each House, respectively, but applicable only with respect to the procedure to be followed in that House in the case of a resolution described in subsection (a), and it supersedes other rules only to the extent that it its inconsistent with such rules; and
 - (2) with full recognition of the constitutional right of either House to change the rules (so far as relating to the procedure of that House) at any time, in the same manner, and to the same extent as in the case of any other rule of that House.

SEC. 2909. RESTRICTION ON OTHER BASE CLOSURE AUTHORITY

(a) In GENERAL.—Except as provided in subsection (c), during the period beginning on the date of the enactment of this Act and ending on December 31, 1995, this part shall be the exclusive authority for selecting for closure or realignment, or for carrying out any closure or realignment of, a military installation inside the United States.

- (b) RESTRICTION.—Except as provided in subsection (c), none of the funds available to the Department of Defense may be used, other than under this part, during the period specified in subsection (a)—
 - (1) to identify, through any transmittal to the Congress or through any other public announcement or notification, any military installation inside the United States as an installation to be closed or realigned or as an installation under consideration for closure or realignment; or
 - (2) to carry out any closure or realignment of a military installation inside the United States.
- (c) EXCEPTION.—Nothing in this part affects the authority of the Secretary to carry out—
 - (1) closures and realignments under title II of Public Law 100-526; and
 - (2) closures and realignments to which section 2687 of title 10, United States Code, is not applicable, including closures and realignments carried out for reasons of national security or a military emergency referred to in subsection (c) of such section.

SEC. 2910. DEFINITIONS

As used in this part:

- (1) The term "Account" means the Department of Defense Base Closure Account 1990 established by section 2906(a)(1).
- (2) The term "congressional defense committees" means the Committees on Armed Services and the Committees on Appropriations of the Senate and of the House of Representatives.
- (3) The term "Commission" means the Commission established by section 2902.
- (4) The term "military installation" means a base, camp, post, station, yard, center, homeport facility for any ship, or other activity under the jurisdiction of the Department of Defense, including any leased facility. Such term does not include any facility used primarily for civil works, rivers and harbors projects, flood control, or other projects not under the primary jurisdiction or control of the Department of Defense.
- (5) The term "realignment" includes any action which both reduces and relocates functions and civilian personnel positions but does not include a reduction in force resulting from workload adjustments, reduced personnel or funding levels, or skill imbalances.
 - (6) The term "Secretary" means the Secretary of Defense.
- (7) The term "United States" means the 50 States, the District of Columbia, the Commonwealth of Puerto Rico, Guam, the Virgin Islands, American Samoa, and any other commonwealth, territory, or possession of the United States.
- (8) The term "date of approval", with respect to a closure or realignment of an installation, means the date on which the authority of Congress to disapprove a recommendation of closure or realignment, as the case may be, of such installation under this part expires.
- (9) The term "redevelopment authority", in the case of an installation to be closed under this part, means any entity (including an entity established by a State or local government) recognized by the Secretary of Defense as the entity responsible for developing the redevelopment plan with respect to the

installation or for directing the implementation of such plan.

- (10) The term "redevelopment plan" in the case of an installation to be closed under this part, means a plan that—
 - (A) is agreed to by the local redevelopment authority with respect to the installation; and
 - (B) provides for the reuse or redevelopment of the real property and personal property of the installation that is available for such reuse and redevelopment as a result of the closure of the installation.
- (10) The term "representative of the homeless" has the meaning given such term in section 501(h)(4) of the Stewart B. McKinney Homeless Assistance Act (42 U.S.C. 11411(h)(4)).

SEC. 2911. CLARIFYING AMENDMENT

Section 2687(e)(1) of title 10, United States Code, is amended—

- (1) by inserting "homeport facility for any ship," after "center,"; and
- (2) by striking out "under the jurisdiction of the Secretary of a military department" and inserting in lieu thereof "under the jurisdiction of the Department of Defense, including any leased facility,".

Part B—Other Provisions Relating to Defense Base Closures and Realignments

SEC. 2921. CLOSURE OF FOREIGN MILITARY INSTALLATIONS

- (a) SENSE OF CONGRESS.— It is the sense of the Congress that—
- (1) the termination of military operations by the United States at military installations outside the United States should be accomplished at the discretion of the Secretary of Defense at the earliest opportunity;
- (2) in providing for such termination, the Secretary of Defense should take steps to ensure that the United States receives, through direct payment or otherwise, consideration equal to the fair market value of the improvements made by the United States at facilities that will be released to host countries;
- (3) the Secretary of Defense, acting through the military component commands or the sub-unified commands to the combatant commands, should be the lead official in negotiations relating to determining and receiving such consideration; and
- (4) the determination of the fair market value of such improvements released to host countries in whole or in part by the United States should be handled on a facility-by-facility basis.
- (b) RESIDUAL VALUE.—(1) For each installation outside the United States at which military operations were being carried out by the United States on October 1, 1990, the Secretary of Defense shall transmit, by no later than June 1, 1991, an estimate of the fair market value, as of January 1, 1991, of the improvements made by the United States at facilities at each such installation.
 - (2) For purposes of this section:
 - (A) The term "fair market value of the improvements" means the value of improvements determined by the Secretary on the basis of their highest use.

- (B) The term "improvements" includes new construction of facilities and all additions, improvements, modifications, or renovations made to existing facilities or to real property, without regard to whether they were carried out with appropriated or nonappropriated funds.
- (c) ESTABLISHMENT OF SPECIAL ACCOUNT.—(1) There is established on the books of the Treasury a special account to be known as the "Department of Defense Overseas Military Facility Investment Recovery Account". Any amounts paid to the United States, pursuant to any treaty, status of forces agreement, or other international agreement to which the United States is a party, for the residual value of real property or improvements to real property used by civilian or military personnel of the Department of Defense shall be deposited into such account.
- (2) Money deposited in the Department of Defense Overseas Military Facility Investment Recovery Account shall be available to the Secretary of Defense for payment, as provided in appropriation Acts, of costs incurred by the Department of Defense in connection with—
 - (A) facility maintenance and repair and environmental restoration at military installations in the United States; and
 - (B) facility maintenance and repair and compliance with applicable environmental laws at military installations outside the United States that the Secretary anticipates will be occupied by the Armed Forces for a long period.
- (3) Funds in the Department of Defense Overseas Facility Investment Account shall remain available until expended.
- (d) AMOUNTS CORRESPONDING TO THE VALUE OF PROPERTY PURCHASED WITH NONAPPROPRIATED FUNDS.—(1) In the case of a payment referred to in subsection (c)(1) for the residual value of real property or improvements at an overseas military facility, the portion of the payment that is equal to the depreciated value of the investment made with nonappropriated funds shall be deposited in the reserve account established under section 204(b)(4)(C) of the Defense Authorization Amendments and Base Closure and Realignment Act. The Secretary may use amounts in the account (in such an aggregate amount as is provided in advance by appropriation Acts) for the purpose of acquiring, constructing, or improving commissary stores and nonappropriated fund instrumentalities.
 - (2) As used in this subsection:
 - (A) The term "nonappropriated funds" means funds received from—
 - (i) the adjustment of, or surcharge on, selling prices at commissary stores fixed under section 2685 of title 10, United States Code; or
 - (ii) a nonappropriated fund instrumentality.
 - (B) The term "nonappropriated fund instrumentality" means an instrumentality of the United States under the jurisdiction of the Armed Forces (including the Army and Air Force Exchange Service, the Navy Resale and Services Support Office, and the Marine Corps exchanges) which is conducted for the comfort, pleasure, contentment, or physical or mental improvement of members of the Armed Forces.
- (e) NEGOTIATIONS FOR PAYMENTS-IN-KIND.— Before the Secretary of Defense enters into negotiations with a host country regarding the acceptance by the United States of any payment-in-kind in connection with the release to the host country of improvements made by the United States at military installations in the host country, the Secretary shall submit a written notice to the congressional defense committees containing a justification for entering into negotiations for payments-in-

kind with the host country and the types of benefit options to be pursued by the Secretary in the negotiations.

- (f) REPORT ON STATUS AND USE OF SPECIAL ACCOUNT.— Not later than January 15 of each year, the Secretary of Defense shall submit to the congressional defense committees a report on the operations of the Department of Defense Overseas Military Facility Investment Recovery Account during the preceding fiscal year and proposed uses of funds in the special account during the next fiscal year. The report shall include the following:
 - (1) The amount of each deposit in the account during the preceding fiscal year, and the source of the amount.
 - (2) The balance in the account at the end of that fiscal year.
 - (3) The amounts expended from the account by each military department during that fiscal year.
 - (4) With respect to each military installation for which money was deposited in the account as a result of the release of real property or improvements of the installation to a host country during that fiscal year—
 - (A) the total amount of the investment of the United States in the installation, expressed in terms of constant dollars of that fiscal year;
 - (B) the depreciated value (as determined by the Secretary of a military department under regulations to be prescribed by the Secretary of Defense) of the real property and improvements that were released; and
 - (C) the explanation of the Secretary for any difference between the benefits received by the United States for the real property and improvements and the depreciated value (as so determined) of that real property and improvements.
 - (5) A list identifying all military installations outside the United States for which the Secretary proposes to make expenditures from the Department of Defense Overseas Facility Investment Recovery Account under subsection (c)(2)(B) during the next fiscal year and specifying the amount of the proposed expenditures for each identified military installations.
 - (6) A description of the purposes for which the expenditures proposed under paragraph (5) will be made and the need for such expenditures.
- (g) OMB REVIEW OF PROPOSED SETTLEMENTS.—(1) The Secretary of Defense may not enter into an agreement of settlement with a host country regarding the release to the host country of improvements made by the United States to facilities at an installation located in the host country until 30 days after the date on which the Secretary submits the proposed settlement to the Director of the Office of Management and Budget. The prohibition set forth in the preceding sentence shall apply only to agreements of settlement for improvements having a value in excess of \$10,000,000. The Director shall evaluate the overall equity of the proposed settlement. In evaluating the proposed settlement, the Director shall consider such factors as the extent of the United States capital investment in the improvements being released to the host country, the depreciation of the improvements, the condition of the improvements, and any applicable requirements for environmental remediation or restoration at the installation.
- (2) Each year, the Secretary shall submit to the Committees on Armed Services of the Senate and House of Representatives a report on each proposed agreement of settlement that was not submitted by the Secretary to the Director of

the Office of Management and Budget in the previous year under paragraph (1) because the value of the improvements to be released pursuant to the proposed agreement did not exceed \$10,000,000.

- (h) CONGRESSIONAL OVERSIGHT OF PAYMENTS-IN-KIND.—(1) Not less than 30 days before concluding an agreement for acceptance of military construction or facility improvements as a payment-in-kind, the Secretary of Defense shall submit to Congress a notification on the proposed agreement. Any such notification shall contain the following:
 - (A) A description of the military construction project or facility improvement project, as the case may be.
 - (B) A certification that the project is needed by United States forces.
 - (C) An explanation of how the project will aid in the achievement of the mission of those forces.
 - (D) A certification that, if the project were to be carried out by the Department of Defense, appropriations would be necessary for the project and it would be necessary to provide for the project in the next future-years defense program.
- (2) Not less than 30 days before concluding an agreement for acceptance of host nation support or host nation payment of operating costs of United States forces as a payment-in-kind, the Secretary of Defense shall submit to Congress a notification on the proposed agreement. Any such notification shall contain the following:
 - (A) A description of each activity to be covered by the payment-in-kind.
 - (B) A certification that the costs to be covered by the payment-in-kind are included in the budget of one or more of the military departments or that it will otherwise be necessary to provide for payment of such costs in a budget of one or more of the military departments.
 - (C) A certification that, unless the payment-in-kind is accepted or funds are appropriated for payment of such costs, the military mission of the United States forces with respect to the host nation concerned will be adversely affected.

SEC. 2922. MODIFICATION OF THE CONTENT OF BIANNUAL REPORT OF THE COMMISSION ON ALTERNATIVE UTILIZATION OF MILITARY FACILITIES

- (a) USES OF FACILITIES.—Section 2819(b) of the National Defense Authorization Act, Fiscal Year 1989 (Public Law 100-456; 102 Stat. 2119; 10 U.S.C. 2391 note) is amended—
 - (1) in paragraph (2), by striking out "minimum security facilities for nonviolent prisoners" and inserting in lieu thereof "Federal confinement or correctional facilities including shock incarceration facilities";
 - (2) by striking out "and" at the end of paragraph (3);
 - (3) by redesignating paragraph (4) as paragraph (5); and
 - (4) by inserting after paragraph (3) the following new paragraph (4):
 - "(4) identify those facilities, or parts of facilities, that could be effectively utilized or renovated to meet the needs of States and local jurisdictions for confinement or correctional facilities; and".

(b) EFFECTIVE DATE.—The amendments made by subsection (a) shall take effect with respect to the first report required to be submitted under section 2819 the National Defense Authorization Act, Fiscal Year 1989, after September 30, 1990.

SEC. 2923. FUNDING FOR ENVIRONMENTAL RESTORATION AT MILITARY INSTALLATIONS SCHEDULED FOR CLOSURE INSIDE THE UNITED STATES

- (a) AUTHORIZATION OF APPROPRIATIONS.—There is hereby authorized to be appropriated to the Department of Defense Base Closure Account for fiscal year 1991, in addition to any other funds authorized to be appropriated to that account for that fiscal year, the sum of \$100,000,000. Amounts appropriated to that account pursuant to the preceding sentence shall be available only for activities for the purpose of environmental restoration at military installations closed or realigned under title II of Public Law 100-526, as authorized under section 204(a)(3) of that title.
- (b) EXCLUSIVE SOURCE OF FUNDING.—(1) Section 207 of Public Law 100-526 is amended by adding at the end the following:

[See section 207, post at p. 1824]

- (c) TASK FORCE REPORT.—(1) No later than 12 months after the date of the enactment of this Act, the Secretary of Defense shall submit to Congress a report containing the findings and recommendations of the task force established under paragraph (2) concerning—
 - (A) ways to improve interagency coordination, within existing laws, regulations, and administrative policies, of environmental response actions at military installations (or portions of installations) that are being closed, or are scheduled to be closed, pursuant to title II of the Defense Authorization Amendments and Base Closure and Realignment Act (Public Law 100-526); and
 - (B) ways to consolidate and streamline, within existing laws and regulations, the practices, policies, and administrative procedures of relevant Federal and State agencies with respect to such environmental response actions so as to enable those actions to be carried out more expeditiously.
- (2) There is hereby established an environmental response task force to make the findings and recommendations, and to prepare the report, required by paragraph (1). The task force shall consist of the following (or their designees):
 - (A) The Secretary of Defense, who shall be chairman of the task force.
 - (B) The Attorney General.
 - (C) The Administrator of the General Services Administration.
 - (D) The Administrator of the Environmental Protection Agency.
 - (E) The Chief of Engineers, Department of the Army.
 - (F) A representative of a State environmental protection agency, appointed by the head of the National Governors Association.
 - (G) A representative of a State Attorney general's office, appointed by the head of the National Association of Attorney Generals.
 - (H) A representative of a public-interest environmental organization, appointed by the Speaker of the House of Representatives.

SEC. 2924. COMMUNITY PREFERENCE CONSIDERATION IN CLOSURE AND REALIGNMENT OF MILITARY INSTALLATIONS

In any process of selecting any military installation inside the United States for closure or realignment, the Secretary of Defense shall take such steps as are necessary to assure that special consideration and emphasis is given to any official statement from a unit of general local government adjacent to or within a military installation requesting the closure or realignment of such installation.

SEC. 2925. RECOMMENDATIONS OF THE BASE CLOSURE COMMISSION

- (a) NORTON AIR FORCE BASE.—(1) Consistent with the recommendations of the Commission on Base Realignment and Closure, the Secretary of the Air Force may not relocate, until after September 30, 1995, any of the functions that were being carried out at the ballistics missile office at Norton Air Force Base, California, on the date on which the Secretary of Defense transmitted a report to the Committees on Armed Services of the Senate and House of Representatives as described in section 202(a)(1) of Public Law 100-526.
- (2) This subsection shall take effect as of the date on which the report referred to in subsection (a) was transmitted to such Committees.
- (b) GENERAL DIRECTIVE.—Consistent with the requirements of section 201 of Public Law 100-526, the Secretary of Defense shall direct each of the Secretaries of the military departments to take all actions necessary to carry out the recommendations of the Commission on Base Realignment and Closure and to take no action that is inconsistent with such recommendations.

SEC. 2926. CONTRACTS FOR CERTAIN ENVIRONMENTAL RESTORATION ACTIVITIES

- (a) ESTABLISHMENT OF MODEL PROGRAM.—Not later than 90 days after the date of enactment of this Act [Nov 5, 1990], the Secretary of Defense shall establish a model program to improve the efficiency and effectiveness of the base closure environmental restoration program.
- (b) ADMINISTRATOR OF PROGRAM.—The Secretary shall designate the Deputy Assistant Secretary of Defense for Environment as the Administrator of the model program referred to in subsection (a). The Deputy Assistant Secretary shall report to the Secretary of Defense through the Under Secretary of Defense for Acquisition.
- (c) APPLICABILITY.—This section shall apply to environmental restoration activities at installations selected by the Secretary pursuant to the provisions of subsection (d)(1).
- (d) PROGRAM REQUIREMENTS.—In carrying out the model program, the Secretary of Defense shall:
 - (1) Designate for the model program two installations under his jurisdiction that have been designated for closure pursuant to the Defense Authorization Amendments and Base Closure and Realignment Act (Public Law 100-526) and for which preliminary assessments, site inspections, and Environmental Impact Statements required by law or regulation have been completed. The Secretary shall designate only those installations which have satisfied the requirements of section 204 of the Defense Authorization Amendments and Base Closure and Realignment Act (Public Law 100-526).

- (2) Compile a prequalification list of prospective contractors for solicitation and negotiation in accordance with the procedures set forth in title IX of the Federal Property and Administrative Services Act (Public Law 92-582; 40 U.S.C. 541 et seq., as amended). Such contractors shall satisfy all applicable statutory and regulatory requirements. In addition, the contractor selected for one of the two installations under this program shall indemnify the Federal Government against all liabilities, claims, penalties, costs, and damages caused by (A) the contractor's breach of any term or provision of the contract; and (B) any negligent or willful act or omission of the contractor, its employees, or its subcontractors in the performance of the contract.
- (3) Within 180 days after the date of enactment of this Act, solicit proposals from qualified contractors for response action (as defined under section 101 of the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (42 U.S.C. 9601)) at the installations designated under paragraph (1). Such solicitations and proposals shall include the following:
 - (A) Proposals to perform response action. Such proposals shall include provisions for receiving the necessary authorizations or approvals of the response action by appropriate Federal, State, or local agencies.
 - (B) To the maximum extent possible, provisions offered by single prime contractors to perform all phases of the response action, using performance specifications supplied by the Secretary of Defense and including any safeguards the Secretary deems essential to avoid conflict of interest.
 - (4) Evaluate bids on the basis of price and other evaluation criteria.
- (5) Subject to the availability of authorized and appropriated funds to the Department of Defense, make contract awards for response action within 120 days after the solicitation of proposals pursuant to paragraph (3) for the response action, or within 120 days after receipt of the necessary authorizations or approvals of the response action by appropriate Federal, State, or local agencies, whichever is later.
- (e) APPLICATION OF SECTION 120 OF CERCLA.—Activities of the model program shall be carried out subject to, and in a manner consistent with, section 120 (relating to Federal facilities) of the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (42 U.S.C. 9620).
- (f) EXPEDITED AGREEMENTS.—The Secretary shall, with the concurrence of the Administrator of the Environmental Protection Agency, assure compliance with all applicable Federal statutes and regulations and, in addition, take all reasonable and appropriate measures to expedite all necessary administrative decisions, agreements, and concurrences.
- (g) REPORT.—The Secretary of Defense shall include a description of the progress made during the preceding fiscal year in implementing and accomplishing the goals of this section within the annual report to Congress required by section 2706 of title 10, United States Code.
- (h) APPLICABILITY OF EXISTING LAW.—Nothing in this section affects or modifies, in any way, the obligations or liability of any person under other Federal or State law, including common law, with respect to the disposal or release of hazardous substances or pollutants or contaminants as defined under section 101 of the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (42 U.S.C. 9601).

Appendix B

Section 2687, Title 10, United States Code

§ 2687. Base closures and Realignments

- (a) Notwithstanding any other provision of law, no action may be taken to effect or implement—
- (1) the closure of any military installation at which at least 300 civilian personnel are authorized to be employed;
- (2) any realignment with respect to any military installation referred to in paragraph (1) involving a reduction by more than 1,000 or by more than 50 percent, in the number of civilian personnel authorized to be employed at such military installation at the time the Secretary of Defense or the Secretary of the military department concerned notifies the Congress under subsection (b) of the Secretary's plan to close or realign such installation; or
- (3) any construction, conversion or rehabilitation at any military facility other than a military installation referred to in clause (1) or (2) which will or may be required as a result of the relocation of civilian personnel to such facility by reason of any closure or realignment to which clause (1) or (2) applies, unless and until the provisions of subsection (b) are complied with.
- (b) No action described in subsection (a) with respect to the closure of, or a realignment with respect to, any military installation referred to in such subsection may be taken unless and until—
 - (1) The Secretary of Defense or the Secretary of the military department concerned notifies the Committee on Armed Services of the Senate and House of Representatives, as part of an annual request for authorization of appropriations to such Committees, of the proposed closing or realignment and submits with the notification an evaluation of the fiscal, local economic, budgetary, environmental, strategic, and operational consequences of such closure or realignment; and
 - (2) a period of 30 legislative days or 60 calendar days, whichever is longer, expires following the day on which the notice and evaluation referred to in clause (1) have been submitted to such committees, during which period no irrevocable action may be taken to effect or implement the decision.
- (c) This section shall not apply to the closure of a military installation, or a realignment with respect to a military installation, if the President certifies to the Congress that such closure or realignment must be implemented for reasons of national security or a military emergency.
- (d)(1) After the expiration of the period of time provided for in subsection (b)(2) with respect to the closure or realignment of a military installation, funds which would otherwise be available to the Secretary to effect the closure or realignment of that installation may be used by him for such purpose.
- (2) Nothing in this section restricts the authority of the Secretary to obtain architectural and engineering services under section 2807 of this title.

(e) In this section:

- (1) The term "military installation" means a base, camp, post, station, yard, center, homeport facility for any ship, or other activity under the jurisdiction of the Department of Defense, including any leased facility, which is located within any of the several States, the District of Columbia, the Commonwealth of Puerto Rico, American Samoa, the Virgin Islands, or Guam. Such term does not include any facility used primarily for civil works, rivers and harbors projects, or flood control projects.
- (2) The term "civilian personnel" means direct-hire, permanent civilian employees of the Department of Defense.
- (3) The term "realignment" includes any action which both reduces and relocates functions and civilian personnel positions, but does not include a reduction in force resulting from workload adjustments, reduced personnel or funding levels, skill imbalances, or other similar causes.
 - (4) The term "legislative day" means a day on which either House of Congress is in session.

Appendix C

DoD Policy Memoranda

Index of Memoranda

- 1995 Base Realignments and Closures (BRAC 95) -- January 7, 1994 (Policy, Procedures, Authorities and Responsibilities)
- 1995 Base Realignments and Closures (BRAC 95) -- Policy Memorandum One, May 31, 1994
- 1995 Base Realignments and Closures (BRAC 95) -- October 19, 1994 (Redelegation of Authority)
- 1995 Base Closure and Realignment Selection Criteria, November 2, 1994
- 1995 Base Realignments and Closures (BRAC 95) -- Policy Memorandum Two -- Joint Cross-Service Group Functional Analysis Process, November 23, 1994
- 1995 Base Realignments and Closures (BRAC 95) -- Policy Memorandum Three

THE DEPUTY SECRETARY OF DEFENSE

WASHINGTON, D.C. 20301

7 JAN 1994

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE
DIRECTOR, DEFENSE RESEARCH AND ENGINEERING
ASSISTANT SECRETARIES OF DEFENSE
COMPTROLLER
GENERAL COUNSEL
INSPECTOR GENERAL
DIRECTOR, OPERATIONAL TEST AND EVALUATION
ASSISTANTS TO THE SECRETARY OF DEFENSE
DIRECTOR, ADMINISTRATION AND MANAGEMENT
DIRECTORS OF THE DEFENSE AGENCIES

SUBJECT: 1995 Base Realignments and Closures (BRAC 95)

Reducing the Department's unneeded infrastructure through base closures and realignments is a top Defense priority. We have made good progress so far, but there are more reductions we can and must accomplish. The 1995 round of base realignments and closures (BRAC 95) is the last round of closures authorized under Public Law 101-510. Hence, our efforts to balance the DoD base and force structures, and preserve readiness through the elimination of unnecessary infrastructure, are critical. Consequently, we must begin the BRAC 95 process now.

I look to you, individually and collectively, to recommend further infrastructure reductions consistent with the Defense Guidance and DoD's planned force reductions. The Defense Guidance BRAC 95 goal of an overall 15% reduction in plant replacement value should be considered a minimum DoD-wide goal.

Significant reductions in infrastructure and overhead costs can only be achieved after careful studies address not only structural changes to the base structure, but also operational and organizational changes, with a strong emphasis on cross-service utilization of common support assets.

The attached guidance establishes policy, procedures, authorities and responsibilities for selecting bases for realignment or closure under Public Law 101-510, as amended by Public Law 102-190 and Public Law 103-160. This guidance supersedes Deputy Secretary of Defense memoranda of May 5, 1992, and all other Office of the Secretary of Defense guidance issued regarding making recommendations for the 1993 round of base realignments and closures.

Willer J Sery

Attachment

1995 Base Realignments and Closures (BRAC 95) Policy, Procedures, Authorities and Responsibilities

<u>Purpose</u>

Part A, Title XXIX of Public Law 101-510, as amended by Public Law 102-190 and Public Law 103-160, establishes the exclusive procedures under which the Secretary of Defense may pursue realignment or closure of military installations inside the United States, with certain exceptions. The law established independent Defense Base Closure and Realignment Commissions to review the Secretary of Defense's recommendations in calendar years 1991, 1993 and 1995.

The guidance herein establishes the policy, procedures, authorities and responsibilities for selecting bases for realignment or closure for submission to the 1995 Defense Base Closure and Realignment Commission (the 1995 Commission).

This guidance supersedes Deputy Secretary of Defense memoranda of May 5, 1992, and all other Office of the Secretary of Defense Guidance for the 1993 round of closures.

Goals

DoD Components must reduce their base structure capacity commensurate with approved roles and missions, planned force drawdowns and programmed workload reductions over the FYDP. For BRAC 95, the goal is to further reduce the overall DoD domestic base structure by a minimum of 15 percent of DoD-wide plant replacement value. Preserving readiness through the elimination of unnecessary infrastructure is critical to our national security.

It is DoD policy to make maximum use of common support assets. DoD Components should, throughout the BRAC 95 analysis process, look for cross-service or intra-service opportunities to share assets and look for opportunities to rely on a single Military Department for support.

Applicability

This guidance applies to those base realignment and closure recommendations which must, by law, be submitted to the 1995 Defense Base Closure and Realignment Commission (the 1995 Commission) for review. This guidance also applies to recommendations which are forwarded to the 1995 Commission for review, though not required to be forwarded under the law.

This guidance does not apply to implementing approved closures and realignments resulting from the recommendations of the 1991 and 1993 Defense Base Closure and Realignment Commissions.

Public Law 101-510, Numerical Thresholds

Public Law 101-510 stipulates that no action be taken to close or realign an installation that exceeds the civilian personnel numerical thresholds set forth in the law, until those actions have obtained final approval pursuant to the law. The numerical thresholds established in the law require its application for the closure of installations with at least 300 authorized civilian personnel. For realignments, the law applies to actions at installations with at least 300 authorized civilian personnel which reduce and relocate 1000 civilians or 50% or more of the civilians authorized.

DoD Components must use a common date to determine whether Public Law 101-510 numerical thresholds will be met. For BRAC 95, the common date will be September 30, 1994. Nonappropriated fund employees are not direct hire, permanent civilian employees of the Department of Defense, as defined by Public Law 101-510, and therefore should not be considered in determining whether the numerical thresholds of the law will be met.

Exceptions

Public Law 101-510, as amended, does not apply to actions which:

- o Implement realignments or closures under Public Law 100-526, relating to the recommendations of the 1988 Defense Secretary's Commission on Base Realignment and Closure (the 1988 Commission);
- o Study or implement realignments or closures to which Section 2687 of Title 10, United States Code, is not applicable;
- o Reduce force structure. Reductions in force structure may be made under this exception even if the units involved were designated to relocate to a receiving base by the 1988, 1991, or 1993 Commission; or
- o Impact any facilities used primarily for civil works, rivers and harbor projects, flood control, or other projects not under the primary jurisdiction or control of the Department of Defense.

Activities in Leased Space

DoD Component activities located in leased space are subject to Public Law 101-510, as amended. Additional guidance on how to apply this requirement will be issued by the Under Secretary of Defense for Acquisition and Technology.

Policy Guidance

Basis for Recommendations

Base realignment, closure or consolidation studies that could result in a recommendation to the 1995 Commission of a base closure or realignment must meet the following requirements:

- o The studies must have as their basis the Force Structure Plan required by Section 2903 of Public Law 101-510;
- o The studies must be based on the final criteria for selecting bases for closure and realignment required by Section 2903; and
- o The studies must be based on analyses of the base structure by like categories of bases using: objective measures for the selection criteria, where possible; the force structure plan; programmed workload over the FYDP; and military judgement in selecting bases for closure and realignment.
- o The studies must consider all military installations inside the United States (as defined in the law) on an equal footing, including bases recommended for partial closure, realignment, or designated to receive units or functions by the 1988, 1991 or 1993 Commissions.

Cross-Service Opportunities

DoD Components and BRAC 95 Joint Cross-Service Groups should, where operationally and cost effective, strive to: retain in only one Service militarily unique capabilities used by two or more Services; consolidate workload across the Services to reduce capacity; and assign operational units from more than one Service to a single base.

Changes to Previous Recommendations

DoD components may propose changes to previously approved designated receiving base recommendations of the 1988, 1991 and 1993 Commissions provided such changes are necessitated by revisions to force structure, mission or organization, or significant revisions to cost effectiveness that have occurred

since the relevant commission recommendation was made. Documentation for such changes must involve clear military value or significant savings, and be based on the final criteria, the force structure plan and the policy guidance for the BRAC 95 process.

Authorities

The BRAC 95 process must enhance opportunities for consideration of cross-service tradeoffs and multi-service use of the remaining infrastructure. Since BRAC 95 is the last round of closures authorized under Public Law 101-510, these efforts are critical to balancing the DoD base and force structures and to preserving readiness through the elimination of unnecessary infrastructure. Sharing authority among the Military Departments, Defense Agencies and the Office of the Secretary of Defense is essential to sound decision making and taking advantage of available cross-service asset sharing opportunities. The authorities of the DoD Components and the joint groups established by this policy guidance follow and are depicted in Appendix A.

BRAC 95 Review Group

The Under Secretary of Defense for Acquisition and Technology (USD(A&T)) will chair a senior level BRAC 95 Review Group to oversee the entire BRAC 95 process. The members of the BRAC 95 Review Group will be: a senior level representative from each Military Department; the chairperson of the BRAC 95 Steering Group; the chairperson(s) of each BRAC 95 Joint Cross-Service Group; senior representatives from the Joint Staff, DoD Comptroller (COMP), Program Analysis and Evaluation (PA&E), Reserve Affairs (RA), General Counsel (GC), Environmental Security and the Defense Logistics Agency (DLA); and such other members as the USD(A&T) considers appropriate. The BRAC 95 Review Group authorities include, but are not limited to: reviewing BRAC 95 analysis policies and procedures; reviewing excess capacity analyses; establishing closure or realignment alternatives and numerical excess capacity reduction targets for consideration by the DoD Components; reviewing BRAC 95 work products of the DoD Components and BRAC 95 Joint Cross-Service Groups; and making recommendations to the Secretary of Defense, including cross-service tradeoff recommendations and recommendations on submission of below-threshold actions to the 1995 Commission.

BRAC 95 Steering Group

The Assistant Secretary of Defense for Economic Security (ASD(ES)) will chair a BRAC 95 Steering Group of study team leaders from: the Military Departments; DLA; each Joint Cross-Service Group; representatives from the Joint Staff, COMP, PA&E, RA, GC and Environmental Security; and such other members as the ASD(ES) considers appropriate. The purpose of the BRAC 95 Steering Group is to assist the BRAC 95 Review Group in exercising its authorities and to review DoD Component supplementary BRAC 95 guidance.

BRAC 95 Joint Cross-Service Groups

BRAC 95 Joint Cross-Service Groups are hereby established in six areas with significant potential for cross-service impacts in BRAC 95.

The purpose of the five functional area joint cross-service groups is: to determine the common support functions and bases to be addressed by each cross-service group; to establish the guidelines, standards, assumptions, measures of merit, data elements and milestone schedules for DoD Component conduct of cross-service analyses of common support functions; to oversee DoD Component cross-service analyses of these common support functions; to identify necessary outsourcing policies and make recommendations regarding those policies; to review excess capacity analyses; to develop closure or realignment alternatives and numerical excess capacity reduction targets for consideration in such analyses; and to analyze cross-service tradeoffs.

The purpose of the economic impact joint cross-service group is: to establish the guidelines for measuring economic impact and, if practicable, cumulative economic impact; to analyze DoD Component recommendations under those guidelines; and to develop a process for analyzing alternative closures or realignments necessitated by cumulative economic impact considerations, if necessary.

BRAC 95 Joint Cross-Service Groups shall complete the analytical design tasks above and issue guidance to the DoD Components, after review by the BRAC 95 Review Group, no later than March 31, 1994. The six BRAC 95 Joint Cross-Service Groups are:

o Depot Maintenance: The group will be chaired by the Deputy Under Secretary Defense for Logistics (DUSD(L)) with members from each Military Department, the Joint Staff and DLA, and other offices as considered appropriate by the DUSD(L). The DASD(ER&BRAC) and the Deputy Assistant Secretary of Defense for Production Resources will also serve as members.

- o Test and Evaluation: The group will be jointly chaired by the Director, Test and Evaluation (D,T&E) and the Director, Operational Test and Evaluation (D,OT&E) with members from each Military Department, Defense Research and Engineering (DR&E), and other offices as considered appropriate by the chairpersons. The DASD (ER&BRAC) will also serve as a member.
- O Laboratories: The group will be chaired by the Director, Defense Research and Engineering (D,DR&E) with members from each Military Department, T&E, OT&E and other offices as considered appropriate by the D,DR&E. The DASD(ER&BRAC) will also serve as a member.
- o Military Treatment Facilities including Graduate Medical Education: The group will be chaired by the Assistant Secretary of Defense for Health Affairs (ASD(HA)) with members from each Military Department and other offices as considered appropriate by ASD(HA). The DASD(ER&BRAC) will also serve as a member.
- O Undergraduate Pilot Training: The group will be chaired by the Assistant Secretary of Defense for Personnel and Readiness (ASD(P&R)) with members from each Military Department and others as considered appropriate by the ASD(P&R). The DASD(ER&BRAC) will also serve as a member.
- o Economic Impact: The group will be chaired by Deputy Assistant Secretary of Defense for Economic Reinvestment and BRAC (DASD (ER&BRAC)) with members from each Military Department, the Office of Economic Adjustment (OEA) and other offices as considered appropriate by the DASD (ER&BRAC).

DoD Components

The Secretaries of the Military Departments, the Directors of the Defense Agencies, and the Heads of other DoD Components shall (without delegation) submit their recommendations for base realignments or closures under Public Law 101-510, as amended, to the Secretary of Defense. Recommendations and supporting documentation shall be delivered to the Assistant Secretary of Defense for Economic Security for appropriate processing and forwarding to the Secretary of Defense.

Heads of DoD Components will designate the individuals to serve on the joint groups as described above.

Coordination

The joint groups and DoD Components, in pursuing their BRAC 95 work, should coordinate with each other and should take into account other analyses or studies external to the BRAC process which may impact their deliberations. For example, the Test and Evaluation joint group should consider input from the Test and Evaluation Executive Agent Board of Directors.

USD (A&T) -- Additional Guidance

The Under Secretary of Defense for Acquisition and Technology (USD(A&T)) may issue such instructions as may be necessary: to implement these policies, procedures, authorities and responsibilities; to ensure timely submission of work products to the BRAC 95 Review Group and Joint Cross-Service Groups, the Secretary of Defense and the 1995 Commission; and, to ensure consistency in application of selection criteria, methodology and reports to the Secretary of Defense, the 1995 Commission and the Congress. The authority and duty of the Secretary of Defense to issue regulations under Title XXIX of Public Law 101-510, as amended, is hereby delegated to the USD(A&T). The USD(A&T) should exercise this authority in coordination with other DoD officials as appropriate.

Responsibilities

Selection Criteria

The BRAC 95 Review Group, chaired by the USD(A&T), will make a recommendation to the Secretary of Defense on whether an amendment to the selection criteria is appropriate no later than January 31, 1994. If the recommendation is to amend the criteria, the recommendation will include the proposed amendment.

If the Secretary of Defense approves amending the criteria, USD(A&T) will publish the proposed amendment in the Federal Register by February 15, 1994, for a 30 day public comment period. The BRAC 95 Review Group will review the public comments received, incorporate appropriate comments and make a recommendation to the Secretary of Defense on the final criteria no later than March 31, 1994.

Force Structure Plan

The Chairman of the Joint Chiefs of Staff, in coordination with the Under Secretary of Defense for Policy (USD(P)), the Under Secretary of Defense for Acquisition and Technology (USD(A&T)), the Assistant Secretary of Defense for Reserve Affairs, General Counsel, DoD Comptroller, Director Program

Analysis and Evaluation, and such other officials as may be appropriate, shall develop the force structure plan in accordance with Public Law 101-510, as amended, and submit it to the Secretary of Defense for approval. Pending issuance of the final force structure plan by the Secretary of Defense, DoD Components shall use an interim force structure plan to be developed and issued in accordance with the above coordination procedures by the Chairman of the Joint Chiefs of Staff. The interim force structure guidance shall be issued no later than January 31, 1994. Additional force structure guidance shall be issued as soon as practicable after the FY96-FY01 Program Review is completed in the Summer of 1994. The final force structure plan shall be issued as soon as possible after final force decisions are made during the preparation of the FY96 budget, but no later than December 15, 1994. The interim and final force structure plans must include guidance on overseas deployed forces.

<u>Nominations</u>

Public Law 101-510, as amended, requires that commissioners be nominated by the President no later than January 3, 1995, or the 1995 base closure process will be terminated. The Counselor to the Secretary of Defense and Deputy Secretary of Defense will coordinate all matters relating to the Secretary's recommendations to the President for appointments to the 1995 Commission. All inquires from individuals interested in serving on the Commission should be referred to the Counselor.

Commission Support

The Under Secretary of Defense for Acquisition and Technology (USD(A&T)), assisted by the Director of Administration and Management (D,A&M), will provide the Department's support to the 1995 Commission.

Primary Point of Contact

The USD (A&T) shall be the primary point of contact for the Department of Defense with the 1995 Commission and the General Accounting Office (GAO). Each DoD component shall designate to USD (A&T) one or more points of contact with the 1995 Commission and the GAO. The USD (A&T) shall establish procedures for interaction with the 1995 Commission and the GAO.

Internal Controls

The DoD Inspector General shall be available to assist the DoD Components in developing, implementing and evaluating internal control plans.

Depot Maintenance Outsourcing and Industrial Base Considerations

USD (A&T) is currently analyzing depot maintenance outsourcing considerations and is assessing public and private industrial base capabilities. Key policy decisions resulting from this review should be promulgated, if practicable, by March 1, 1994, in order to maximize possible efficiencies in maintenance depot infrastructure.

Procedures

Record Keeping

DoD Components and joint groups empowered by this memorandum to participate in the BRAC 95 analysis process shall, from the date of receipt of this memorandum, develop and keep:

- o Descriptions of how base realignment and closure policies, analyses and recommendations were made, including minutes of all deliberative meetings:
- o All policy, data, information and analyses considered in making base realignment and closure recommendations;
- o Descriptions of how DoD Component recommendations met the final selection criteria and were based on the final force structure plan; and
- o Documentation for each recommendation to the Secretary of Defense to realign or close a military installation under the law.

Internal Controls

DoD Components and joint groups empowered by this memorandum to participate in the BRAC 95 analysis process must develop and implement an internal control plan for base realignment, closure or consolidation studies to ensure the accuracy of data collection and analyses.

At a minimum, these internal control plans should include:

- o Uniform guidance defining data requirements and sources;
- o Systems for verifying the accuracy of data at all levels of command;

- o Documentation justifying changes made to data received from subordinate commands;
- o Procedures to check the accuracy of the analyses made from the data; and
- o An assessment by auditors of the adequacy of each internal control plan.

Data Certification

Public Law 101-510, as amended, requires specified DoD personnel to certify to the best of their knowledge and belief that information provided to the Secretary of Defense or the 1995 Commission concerning the closure or realignment of a military installation is accurate and complete.

DoD components shall establish procedures and designate appropriate personnel to certify that data and information collected for use in BRAC 95 analyses are accurate and complete to the best of that person's knowledge and belief. DoD Components' certification procedures should be incorporated with the required internal control plan. Both are subject to audit by the General Accounting Office.

Finally, Secretaries of the Military Departments, Directors of Defense Agencies, and heads of other DoD Components must certify to the Secretary of Defense that data and information used in making BRAC 95 recommendations to the Secretary are accurate and complete to the best of their knowledge and belief.

Criteria Measures/Factors

DoD Components and BRAC 95 Joint Cross-Service Groups must develop one or more measures/factors for applying each of the final criteria to base structure analyses. While objective measures/factors are desirable, they will not always be possible to develop. Measures/factors may also vary for different categories of bases. DoD Components and BRAC 95 Joint Cross-Service groups must document the measures/factors used for each of the final criteria.

Categories of Bases

One of the first steps in evaluating the base structure for potential closures or realignments must involve grouping installations with like missions, capabilities, or attributes into categories, and when appropriate, subcategories. Categorizing bases is the necessary link between the forces described in the Force Structure Plan, programmed workload, and the base structure. Determining categories of bases is a DoD

Component and BRAC 95 Joint Cross-Service Group responsibility. DoD Components and BRAC 95 Joint Cross-Service Groups should avoid over-categorization in order to maximize opportunities for cross-service or intra-service tradeoffs.

Reserve Component Impacts

Considerable overall DoD savings can be realized through maximizing the use of Reserve component enclaves and through joint use of facilities by the Reserve components. However, these overall DoD savings may not be identified during the BRAC 95 process. Consequently, DoD Components should look for opportunities to consolidate or relocate Reserve components onto active bases to be retained in the base structure and onto closing or realigning bases.

DoD Components must complete Reserve component recruiting demographic studies required by DoD Directive 1225.7 to ensure that the impact on the Reserve components of specific closures and realignments are considered.

Cost of Base Realignment Actions (COBRA) Cost Model

DoD Components must use the COBRA cost model to calculate the costs, savings and return on investment of proposed closures and realignments. The Army is executive agent for COBRA and model improvements are underway.

Community Preference

DoD Components must document the receipt of valid requests received from communities expressing a preference for the closure of a military installation under Section 2924 of Public Law 101-510. DoD components will also document the steps taken to give these requests special consideration. Such documentation is subject to review by the General Accounting Office, the Commission and the Congress.

Release of Information

Data and analyses used by the DoD Components to evaluate military installations for closure and realignment will not be released until the Secretary's recommendations have been forwarded to the 1995 Commission on March 1, 1995, unless specifically required by law. The 1995 Commission is required to hold public hearings on the recommendations.

The General Accounting Office (GAO), however, has a special role in assisting the Commission in its review and analysis of the Secretary's recommendations and must also prepare a report detailing the Department of Defense's selection process. As

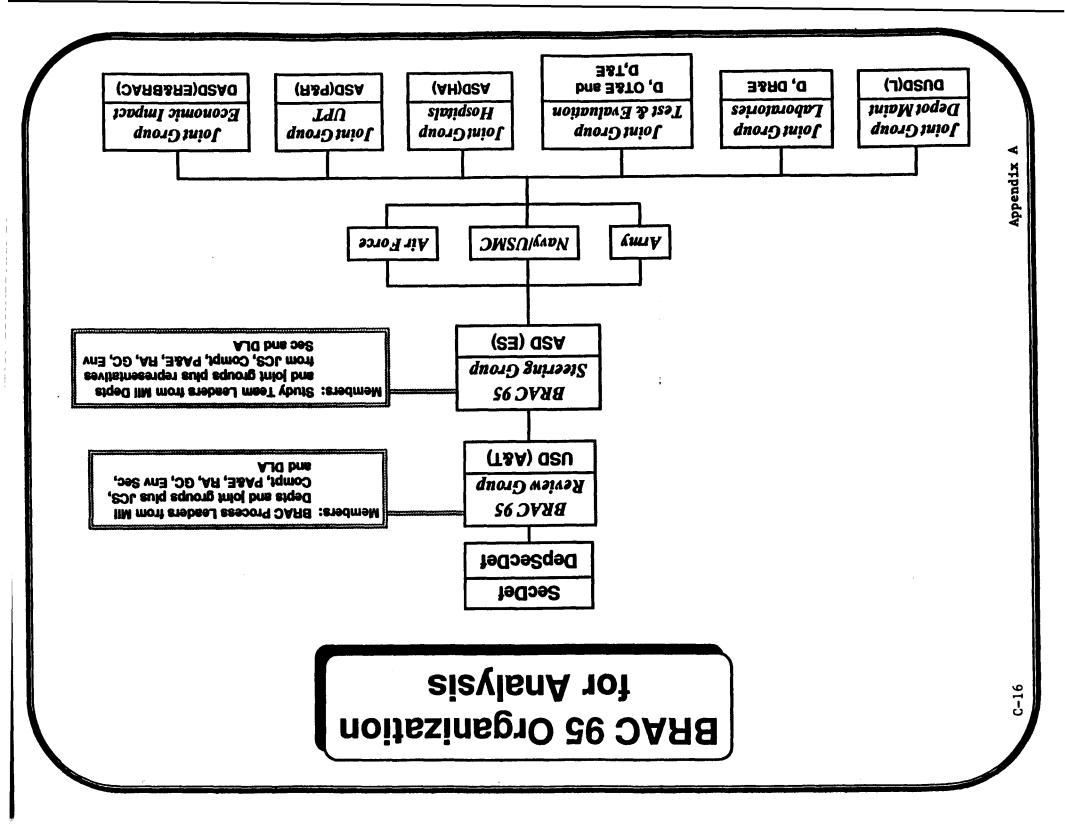
such, the GAO will be provided, upon request, with as much information as possible without compromising the deliberative process. The DoD Components must keep records of all data provided to the GAO.

Dissemination of Guidance

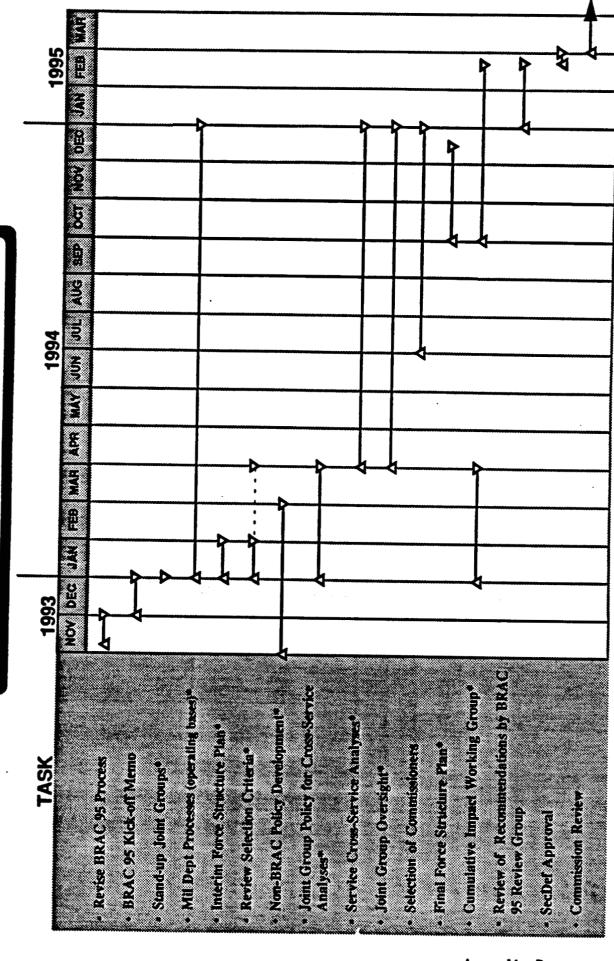
DoD Components shall disseminate this guidance and subsequent policy memoranda as widely as possible throughout their organizations. The BRAC 95 Steering Group will review DoD Component supplementary guidance.

<u>Timelines</u>

The timelines described in this memorandum are depicted at Appendix B.



BRAC 95 Timeline



* Work products reviewed by BRAC 95 Review Group

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THE UNDER SECRETARY OF DEFENSE

3010 DEFENSE PENTAGON WASHINGTON, DC 20301-3010



MAY 3 1 1994

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE
COMPTROLLER
DIRECTOR, DEFENSE RESEARCH AND ENGINEERING
ASSISTANT SECRETARIES OF DEFENSE
GENERAL COUNSEL
INSPECTOR GENERAL
DIRECTOR, OPERATIONAL TEST AND EVALUATION
ASSISTANTS TO THE SECRETARY OF DEFENSE
DIRECTOR OF ADMINISTRATION AND MANAGEMENT
DIRECTORS OF THE DEFENSE AGENCIES

SUBJECT: 1995 Base Realignments and Closures (BRAC 95) -- Policy Memorandum One

Background

Deputy Secretary of Defense memorandum of January 7, 1994, (attached) established policy, procedures, authorities, and responsibilities for selecting bases for realignment or closure under Public Law (P.L.) 101-510, as amended, for the 1995 base closure process (BRAC 95). This memorandum is the first in a series of Under Secretary of Defense for Acquisition and Technology (USD(A&T)) policy memoranda implementing the Deputy Secretary's BRAC 95 guidance.

Application of P.L. 101-510 Thresholds

This guidline amplifies the DepSecDef January 7, 1994, policy guidance on P.L. 101-510 numerical thresholds.

In determining whether the Act's numerical closure or realignment thresholds are met, independent actions that result in closures or realignments shall be considered separately. In other words, independent actions affecting an individual installation need not be aggregated to apply the numerical thresholds of the Act. However, closure or realignment actions shall not be broken into smaller increments for the purpose of avoiding application of the Act. Subject to the foregoing, independent closure or realignment actions that do not exceed the numerical thresholds set forth in the Act may proceed outside the established BRAC 95 process. Questions regarding whether or not proposed actions are independent should be referred to DoD Components' General Counsel.



Conversely, as the DoD Components review their base structure or conduct functional studies with base closure or realignment impacts, a determination must be made as to whether a comprehensive review or study impacting more than one installation should be considered a single action under P.L. 101-510. To be considered a single action, the review or study must:

- (1) Result in the closure or realignment of at least one installation which would trigger the numerical thresholds of P.L. 101-510; and
- (2) Involve inextricably linked elements, in that failure to proceed with any one element of the action would require reevaluation of the entire action.

Capacity/Military Value Analyses

An early step in BRAC 95 evaluations is determining whether a category/subcategory has potential excess capacity for the end state force levels contained in the Force Structure Plan. Should no excess capacity be found in a category/subcategory, there is no need to continue analyzing that portion of the base structure, unless there is a military value or other reason to continue the analysis (such as a cross-category opportunity to look at installations with similar capabilities, but in different categories). Bases in such categories/subcategories shall remain subject to joint cross-service review and remain available as potential receivers of missions or functions.

Conversely, if a DoD Component recommends a base for closure or realignment, the supporting analysis must have considered all bases within that category/subcategory, as well as cross-category opportunities. If, in applying the military value criteria, you find bases that are militarily/geographically unique or mission-essential (such that no other base could substitute for them) you may justify that fact and exclude these bases from further analysis. Bases so excluded shall remain subject to joint cross-service review and remain available as potential receivers of missions or functions.

Return on Investment (ROI)

Return on investment must be calculated, considered and reported with DoD Components' justifications for each recommended installation closure or realignment package. All costs and savings attributable over time to a closure or realignment package, subject to the below guidance, should be calculated, including costs or savings at receiving locations. Costs or savings elements that are identified, but determined to be insignificant, need not be calculated. However, DoD Component records should indicate that determination.

The Cost of Base Realignment Actions (COBRA) model calculates return on investment. DepSecDef's January 7, 1994, policy memorandum requires the DoD Components to use the most current COBRA version, in order to ensure consistency in methodology. Although the model does not produce budget quality data, it uses standard cost factors and algorithms to estimate costs and savings over time which permit a consistent comparison of bases in a functional or installation category.

We recognize that DoD Component planning and accounting mechanisms are sufficiently different to warrant some Department/Agency specific standard cost factors in the COBRA model. DoD Component documentation must justify the use of such cost factors, particularly when performing cross-service analysis.

Specific instructions follow for the calculation of discount and inflation rates, health care costs, Homeowners Assistance Program, and savings for input to the COBRA model.

o <u>Discount and Inflation Rates</u> OMB Circular A-94 specifies the discount and inflation rates to be used in ROI calculations.

o <u>Health Care Costs</u>

oo <u>CHAMPUS Costs</u> Base closures and realignments can have an impact on CHAMPUS costs DoD-wide. These net cost impacts must be included in analysis of closures or realignments involving Military Treatment Facilities.

- O Homeowners Assistance Program (HAP) The Secretary of the Army will provide each DoD Component with a list of installations that have a reasonable probability of having a HAP program approved, should the installations be selected for closure or realignment. HAP costs will be included for each of the installations so identified by the Secretary of the Army.
- the disposal of real property, especially public benefit and economic development transfers, proceeds from the sale of land and facilities generally may not be realized. In cases where some proceeds can be expected, DoD Components must estimate the amount to be received for such real property. Estimated land and facility proceeds will generally be based on the anticipated reuse of the land and facilities, assuming appropriate zoning. Also, where an installation has unique contamination problems, a portion of the installation may have to be segregated from disposal so that community reuse may proceed on the balance. Estimated proceeds should be adjusted: for any such parceling, including discounting proceeds when sale of contaminated property is possible only after the cleanup remedy has been installed and

approved; for reduced prices where property is likely to be sold for restricted uses; or, when significant public benefit or economic development transfers are anticipated.

- o Force Structure Savings The savings associated with force structure drawdowns shall not be included in the return on investment calculations. While declining force structure, as depicted in the required Force Structure Plan, will often be the underlying reason for recommending base closures or realignments, the savings associated with closing bases should generally be founded on the elimination of base operating support (BOS), infrastructure and related costs.
- o <u>Military Construction</u> DoD Components will describe anticipated construction requirements (barracks square feet, etc.) to implement a BRAC recommendation and not actual projects. These requirements only become projects during the implementation phase after the 1995 Commission reports to the President and after installation site surveys are conducted and formal project documents (DD 1391s) are prepared.
- o <u>Construction Cost Avoidances</u> Closing and realigning bases can result in construction cost avoidances. Cost avoidances should include FY96-01 programmed military and family housing construction that can be avoided at the closing or realigning bases, other than new-mission construction.

COBRA Model Assumptions

The following statements clarify certain cost assumptions written into the COBRA model:

- o <u>Local Moves</u> Moves of less than 50 miles will not incur PCS moving costs.
- o <u>Priority Placement System Costs</u>. Sixty percent of all employees will be placed in other jobs through the DoD Priority Placement Program. Fifty percent of all employees placed in other jobs through the Program will be relocated at government expense. These percentages are based on historical data.
- o <u>Employee Attrition and Turnover</u>. Fifteen Percent of all employees will not need to be placed or severed due to normal attrition and turnover.
- o <u>Retirement Factors</u>. Fifteen percent of all employees are eligible for retirement. Five percent of those are eligible for normal retirement and ten percent are eligible for early retirement.

- o <u>Homeowner's Assistance Program (HAP)</u>. The HAP home value rate is 22.9 percent. The HAP receiving rate is 5 percent.
- o <u>Students</u> For the purposes of return on investment calculations, relocation of students will only impact the COBRA model's calculation of overhead costs, and as appropriate, estimates of military construction requirements.

Receiving Bases

DoD Components must identify receiving bases for large units or activities, including tenants, which are to be relocated from closing or realigning bases. Such relocations must be included in DoD Component's recommendations to the Secretary of Defense. The COBRA model will calculate the costs for relocating such units or activities. DoD Components do not need to identify specific receiving bases for units or tenants with less than 100 civilian/military employees. Finding homes for these activities can be left to execution. However, DoD Components should establish a generic "base x" within the COBRA model to act as the surrogate receiving base for the aggregation of these smaller units or activities, in order to ensure completeness of cost and savings calculations.

Reserve Enclaves

This expands on the DepSecDef January 7, 1994, policy guidance on Reserve Component impacts.

On each base designated for closure or realignment, the future of guard and reserve units of all Military Departments residing on or receiving support from that base must be considered. Once a decision has been made to include an enclave or to relocate guard and reserve units, the affected unit identifications must be included in the DoD Components' recommendations to the Secretary of Defense. Military construction and repair costs of fitting out an enclave for reserve component or guard use will be estimated and included as part of the return on investment calculations.

R. Noel Longuemare

Principal Deputy Under Secretary of Defense (Acquisition & Technology)

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THE UNDER SECRETARY OF DEFENSE

3010 DEFENSE PENTAGON WASHINGTON, DC 20301-3010



MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS CHAIRMAN OF THE JOINT CHIEFS OF STAFF UNDER SECRETARIES OF DEFENSE DIRECTOR, DEFENSE RESEARCH AND ENGINEERING

ASSISTANT SECRETARIES OF DEFENSE GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE INSPECTOR GENERAL OF THE DEPARTMENT OF DEFENSE DIRECTOR, OPERATIONAL TEST AND EVALUATION ASSISTANTS TO THE SECRETARY OF DEFENSE DIRECTOR, ADMINISTRATION AND MANAGEMENT

DIRECTORS OF THE DEFENSE AGENCIES

1995 Base Realignments and Closures (BRAC 95) SUBJECT:

I hereby redelegate to the Assistant Secretary of Defense for Economic Security the authority to issue instructions providing additional guidance to the DoD Components which was delegated to the Under Secretary of Defense for Acquisition and Technology by Deputy Secretary of Defense memorandum of January 7, 1994, titled, "1995 Base Realignments and Closures (BRAC 95)."

The Assistant Secretary for Economic Security shall also act, on behalf of the Under Secretary, as the primary point of contact for the Department of Defense with the 1995 Commission and the General Accounting Office.

> Paul S. Kamensky. Paul G. Kaminski

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THE DEPUTY SECRETARY OF DEFENSE

WASHINGTON, D.C. 20301

2 NOV 1994

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE
DIRECTOR, DEFENSE RESEARCH AND ENGINEERING
ASSISTANT SECRETARIES OF DEFENSE
GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE
INSPECTOR GENERAL OF THE DEPARTMENT OF DEFENSE
DIRECTOR, OPERATIONAL TEST AND EVALUATION
ASSISTANTS TO THE SECRETARY OF DEFENSE
DIRECTOR, ADMINISTRATION AND MANAGEMENT
DIRECTORS OF THE DEFENSE AGENCIES

SUBJECT: 1995 Base Closure and Realignment Selection Criteria

The attached 1995 Base Closure and Realignment (BRAC 95) Selection Criteria, required by Section 2903(b) of P.L. 101-510, form the basis, along with the force structure plan, of the base closure and realignment process. DoD components shall use these criteria in base structure analyses to nominate BRAC 95 closure or realignment candidates. The criteria will also be used by the 1995 Defense Base Closure and Realignment Commission in their review of the Department of Defense final recommendations. These criteria are identical to those used in BRAC 91 and BRAC 93.

Attachment

Department of Defense

Final Selection Criteria

In selecting military installations for closure or realignment, the Department of Defense, giving priority consideration to military value (the first four criteria below), will consider:

Military Value

- 1. The current and future mission requirements and the impact on operational readiness of the Department of Defense's total force.
- 2. The availability and condition of land, facilities and associated airspace at both the existing and potential receiving locations.
- 3. The ability to accommodate contingency, mobilization, and future total force requirements at both the existing and potential receiving locations.
- 4. The cost and manpower implications.

Return on Investment

5. The extent and timing of potential costs and savings, including the number of years, beginning with the date of completion of the closure or realignment, for the savings to exceed the costs.

Impacts

- 6. The economic impact on communities.
- 7. The ability of both the existing and potential receiving communities' infrastructure to support forces, missions and personnel.
- 8. The environmental impact.



ASSISTANT SECRETARY OF DEFENSE

3300 DEFENSE PENTAGON WASHINGTON DC 20301-3300



November 23, 1994

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE
DIRECTOR, DEFENSE RESEARCH AND ENGINEERING
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GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE
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DIRECTOR, OPERATIONAL TEST AND EVALUATION
ASSISTANTS TO THE SECRETARY OF DEFENSE
DIRECTOR, ADMINISTRATION AND MANAGEMENT
DIRECTORS OF THE DEFENSE AGENCIES

SUBJECT: 1995 Base Realignments and Closures (BRAC 95) - Policy Memorandum Two -- Joint Cross-Service Group Functional Analysis Process

This memorandum summarizes the process, involving both Joint Cross-Service Groups (JCSGs) and the individual Military Departments, for developing BRAC alternatives in situations involving such common support functions as labs, depots, test & evaluation, undergraduate pilot training and medical facilities.

JCSGs will determine a functional value for each of the common support functions at each activity within their jurisdiction. These functional values will be independent of the military value of any installation, which is separately determined by the Military Departments. The assessments of functional value and assessments of functional capacity and requirements, using certified data, will then be incorporated into JCSG analyses of possible functional closure or realignment alternatives. The JCSG's (which include representatives from the Military Departments) will use their expertise and judgment to develop these functional closure or realignment alternatives.

To assist them as an analytic tool in this process, the JCSGs will use a linear programming optimization model (documentation attached) to the maximum extent possible. The model provides a basis for further analysis and the application of judgment in developing functional alternatives. While the model has value in assessing alternatives for relocations and consolidations of common support functions, it cannot by itself make recommendations regarding closures or realignments of installations. Those can be made only by the Military Departments or the BRAC 95 Review Group, reflecting judgment concerning the military value of installations, based on the final criteria and the six-year force structure plan.



Each JCSG is currently supported in its evaluations by a Joint Cross-Service Working Group (JCSWG), variously referred to as "sub-groups", "study teams" or "technical and support groups." JCSWGs will adapt the linear programming (optimization) model to assist each JCSG in its analysis and aid in developing alternatives. All JCSGs will be supported by a single Tri-Department BRAC Group consisting of representatives from each Military Department, which will execute runs of the linear programming (optimization) model, using certified data, according to the objective functions and policy imperatives provided by the JCSGs and the management controls required by the internal control plan. JCSG alternatives can be derived from any number of combinations of objective functions and policy imperatives as long as they have been previously approved by the Chairman of the BRAC 95 Steering Group.

The Military Departments will conduct their individual BRAC processes in parallel with the JCSG analyses, to determine the relative military value of their installations. JCSG products such as functional value may be used to assist in determining installation military value. If it is useful to a JCSG in developing its alternatives for analysis, a JCSG may solicit the guidance of the Military Departments concerning the military value of installations. It must be recognized that any such guidance must necessarily be preliminary and will not constitute a final determination of military value or of suitability for closure or realignment.

The JCSGs and the Military Departments will then review the sets of optimization model outputs. Working together, the JCSGs and the Military Departments will apply their collective judgment to develop feasible functional alternatives to facilitate cross-service actions that will strive to maximize infrastructure (overhead) reductions at minimal cost. This cooperative work by the JCSGs and the Military Departments should be completed in time for the BRAC 95 Review Group to consider any issues that may be appropriate and to leave sufficient time for the Military Departments to formulate their recommendations. The JCSGs and Military Departments will continue to interact during November and December as the Military Departments consider cross-service alternatives in their respective BRAC analytical processes.

The Military Departments will present their recommendations for closure and realignment to the Secretary of Defense no later than mid-February, 1995. The Military Departments will provide the Secretary of Defense a status report, to include all preliminary closure and realignment candidates, by January 3, 1995. The Office of the Assistant Secretary of Defense for Economic Security will staff the Military Department recommendations within the Office of the Secretary of Defense. The BRAC 95 Review Group or OSD principals may solicit the opinion of or task the JCSG's during this period, if and as appropriate.

The process described above involves appropriate interaction between JCSG and Military Department analyses and permits consideration of joint functional alternatives to be incorporated within the existing BRAC process of the Military Departments. If you have questions concerning the process, please contact Mr. Robert Bayer, Deputy Assistant Secretary of Defense for Installations, 703-697-1771.

Joshua Gotbaum

Joint Cross-Service Analysis Tool User's Guide

Executive Summary

Background

The Deputy Secretary of Defense established policy for the Department of Defense 1995 base realignment and closure (BRAC 95) process with strong emphasis on cross-service opportunities. This document describes operations and capabilities of the common analytical tool to assist Joint Cross-Service Groups (users) in the development of cross-service alternatives as part of the BRAC process.

Analytical Tool

A standard tool often used to develop optimal solutions to complex allocation problems is the mixed-integer, linear program (MILP). The cross-service analysis of allocations of common support functional requirements to Military Department sites and activities is a complex allocation problem.

The MILP formulation described in this document can be used to develop cross-service functional alternatives. The data elements required for this tool are derived from the certified data available to the user. Policy imperatives and other constraints and considerations can be incorporated into the model to allow the tailoring of formulations to accommodate functional attributes and perspectives.

The tool provides the capability to vary the objective function for a formulation in order to obtain families of solutions. A solution defines a set of functional allocations and identification of sites or activities where cross-service functional workload could be assigned. An objective function that combines military value of sites and activities with functional values is discussed in this document. This particular objective function will tend to consolidate common support functions into high military value sites or activities. At the same time, this objective function will assign common support functions to sites having high functional values. The weighting between these two goals can be parameterized to obtain families of solutions for further consideration.

Second and third best alternatives for a given formulation can be obtained using methods described in this document. These alternatives may be considered as additions to the set for further review.

Other objective functions that the user may wish to consider in addition to the one mentioned above, include minimizing excess functional capacity, minimizing the total number of sites performing cross-service functions, and maximizing the sum of functional values. This tool will also allow the user to explore the sensitivity of the optimal solution for a given formulation to particular model inputs.

The MILP formulation described provides the basic analytical tool to generate cross-service functional alternatives.

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User's Guide Organization

This user's guide provides an overview of the analytical methodology in the next section. That section describes the products of the methodology and discusses terminology relating to what a site or activity is relative to a function.

Section 2 describes the basic data elements that are used in the methodology. Section 2 also discusses data elements in terms of what these elements are meant to represent.

The different optimization problem formulations that the user may choose to use to explore alternatives are discussed in section 3. These include finding a small set of high military value sites or activities that can perform the functional requirement, minimizing excess capacity, and minimizing the number of sites. All of these formulations are parameterized in such a way that the user can explore trade-offs between different factors, such as military value or excess capacity, and assignments of functional requirement based upon functional value. This section also discusses the incorporation of policy imperatives in the optimization problem formulations.

Section 4 demonstrates the application of each of these formulations to a notional set of data. Section 5 describes the methodology for obtaining the second and third best solutions to a given formulation. Finally, section 6 identifies the commercial software product that was used to solve the optimization example problems. Input files for this solver are included in the appendices.

1. Analytical Methodology Overview

The optimization formulations described in this document require a set of data elements as inputs. All of the formulations require a functional value and functional capacity for each site capable of performing that specific cross-service function. The DoD requirement for each cross-service function is needed. Some of the formulations will also require the military values for each site.

A preliminary formulation that allocates cross-service functional requirements based upon functional capacities and functional value will be conducted. The objective function of this formulation will assign the DoD requirement for each cross-service function to sites or activities having the highest functional value for each function. These assignments will only be constrained by the functional capacities at each site. This analysis will not require the military values for the sites.

The primary formulations optimize the assignment of cross-service functions based upon military values of sites, functional values, and capacities. These formulations are very flexible in that multiple objective functions and policy imperatives modeled as constraints may be used to explore different solutions.

A standard resource allocation tool comprises the core of this analytical approach. A standard tool used to find optimal solutions to complex allocation problems is the mixed-integer, linear program (MILP). Allocation of common support functional requirements to military department sites and activities subject to constraints is a complex allocation problem.

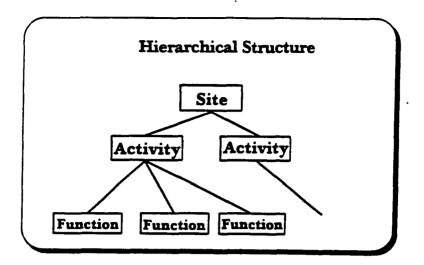
Process Products

The following table lists the various products of the analytical approach defined in this document.

Process products	Description
Capacity analyses	Develop methodology to measure the capacity of a site or activity to perform a function. Use data call responses to calculate capacities.
Requirements analyses	For each function, develop methodology to estimate the out- year DoD requirement to perform the function. Calculate the required capacity and identify excess capacity reduction goals.
Functional value (FV) assessments	Develop measures and weights for assessing the value of performing a function at a site or an activity based upon data call responses. Provide FV for all appropriate functions and site/activity combinations.
Optimize functional requirement allocations (preliminary formulation)	Find the best allocation of functional requirements to sites or activities based solely upon functional capacities and functional values.
Optimize allocations of functional requirements to high military value sites or activities (primary formulations)	Develop solutions based upon the first three products, above, and policy imperatives. Solutions will be developed using the optimization formulations described later in this document as a tool to explore alternatives.

Hierarchical Structure

The Office of the Secretary of Defense (OSD), the departments, and other groups all use different terms to describe the various components of infrastructure that are to be considered by the users. In this document a site refers to an installation, base, or station. An activity refers to a component of the site such as depot or test facility residing on the site. A site may have one or more activities. A function is the capability to perform a particular support action or produce a particular commodity. A common support function is a function. An activity includes a collection of functions. For example, a depot (an activity) may repair engines and airframes. These would be two functions performed at this activity. A function may be further broken down into subfunctions or facilities required to perform functions, but the approach described here does not consider the subfunctions or facilities. Subfunctions or facilities can be incorporated into the process described here if the appropriate data is available. The following diagram illustrates this hierarchical structure.



2. Data Elements

The analytical approach assumes that the following data will be available for all of the sites and functions:

Elements	Description	
mv_s	Military value of site s expressed as 3 (high), 2 (medium), or 1 (low).	
fv_{sf}	Functional value for performing function f at site/activity s expressed as a number from 0 (low) to 100 (high).	
cap _{sf}	Capacity of site/activity s to perform function f.	
reqf	The total DoD requirement or goal to perform function f.	

The military value of a site, mv,, should measure the overall value of the site.

The fv_{sf} functional value for performing function f at site (or activity) s measures the capability and quality of performing work of type f at site (or activity) s. Capacity to perform a specialized subfunction that is not one of the functions called out in the formulation can be considered in calculating functional value.

3. Optimization Formulations

The mixed integer linear programming (MILP) model formulations, that are described below, serve as the basic analytical tools to assist users in the development of cross-service alternatives, allow for modification of formulations, and incorporation of policy imperatives.¹

A policy imperative is a statement that restricts the solutions that are acceptable and that can be modeled as a constraint in the formulation. An example of a policy imperative is included in one of the examples.

Preliminary Formulation.

The preliminary formulation of the optimization problem will be solved once the initial data $(fv_{rf}, cap_{rf}, req_f)$ are available. This formulation, called MAXFV will maximize the functional values weighted by the assigned workload and normalized by the functional requirement. No constraints other than the functional capacities at each site and the requirement to meet the DoD requirement for each cross-service function are included in this formulation. This solution will serve as a baseline of what is possible if no other factors, such as military values of sites or costs, are considered.

For each function, this formulation will load as much of the functional DoD requirement as it can into the site or activity having the highest functional value for that function. If that site or activity does not have the capacity to accommodate the full requirement, the site or activity having the next highest functional value will be allocated any remaining requirement up to its capacity, and so on.

The mathematical description of this formulation follows:

Maximize $\sum_{s \in S} \sum_{f \in F} l_{sf} \times f v_{sf} / req_f$ l_{sf}

subject to:

 $\sum_{s \in S} l_{sf} = req_f$: for all functions $f \in F$,

 $l_{sf} \le k_{sf} \times cap_{sf}$: for all sites $s \in S$ and $f \in F$,

 $o_s \leq \sum_{f \in F} k_{sf}$: for all sites $s \in S$,

 $k_{sf} \le o_s$: for all sites $s \in S$ and $f \in F$,

 $k_{if} \leq \frac{l_{if}}{\alpha \times cap_{if}}$: for all functions $f \in F$ and sites $s \in S$,

 $0 \le o_s \le 1$, integer: for all sites $s \in S$,

 $0 \le k_{sf} \le 1$, integer: for all sites $s \in S$ and functions $f \in F$;

where

S = The set of all sites under consideration by joint cross-service groups;

F = The set of all functions under consideration by joint cross-service groups;

 $o_i = 1$ if any functional requirement is assigned to the site, and 0 otherwise;

 $\alpha = 0.01$. No assignment of less than one percent of capacity will be allowed.

Decision variable

 $l_{rf} =$ amount of the DoD requirement for function f to be assigned to site s.

 $k_{sf} = 1$ if any amount of function f is assigned to site s, 0 otherwise.

The o, variables are included in this formulation only to keep count of the number of sites that actually have some functional requirement assigned to them. Their inclusion in the model does not affect the assignment of the functional requirement to sites or activities. The two constraints involving the o, variables are used to ensure that these variables are set to the correct values.

The k_{sf} variables that are structural variables that indicate whether or not any functional workload of type f has been assigned to site s. The α parameter can be used to prevent small functional workload assignments. If α is set to 0.01, then the minimum workload assignment of a function to a site, given that any functional workload for this function is made to this site, would be one percent of that site's capacity to perform that function. The α parameter may be adjusted as required to meet the requirements of the particular user.

Primary Formulations

These formulations explore potential cross-service functional alternatives. The basic formulation is shown below. Specification of the objective function, $f(o_i, l_{ig}, k_{uh})$, will create a different optimization problem.

```
Minimize f(o_3, l_{ig}, k_{uh})
o_1, l_{ig}, k_{uh}
subject to
\sum_{s \in S} l_{sf} = req_f : \text{ for all functions } f \in F,
o_i \leq \sum_{f \in F} k_{sf} : \text{ for all sites } s \in S,
0 \leq l_{sf} \leq k_{sf} \times cap_{sf} : \text{ for all functions } f \in F \text{ and sites } s \in S,
k_{sf} \leq o_i : \text{ for all sites } s \in S \text{ and } f \in F,
k_{sf} \leq \frac{l_{sf}}{\cot cap_{sf}} : \text{ for all functions } f \in F \text{ and sites } s \in S,
0 \leq o_i \leq 1, \text{ integer : for all sites } s \in S \text{ and functions } f \in F,
```

where

S = The set of all sites under consideration by joint cross-service groups;

F = The set of all functions under consideration by joint cross-service groups;

 $\alpha = 0.01$. No assignment of less than one percent of capacity will be allowed.

Decision variables

0, = 1 if any cross-service functional requirements are assigned to the site or activity, 0 otherwise;

 l_{sf} = amount of the DoD requirement for function f to be assigned to site or activity s.

 $k_{sf} = 1$ if any DoD requirement for function f is to be assigned to site s, 0 otherwise.

Three different optimization formulations that vary only in the specification of the objective function are discussed next.

The MINNMV Formulation. This formulation will find a small number of sites having the highest military value that can accommodate the DoD required workload. In addition, it will assign the DoD requirement for each cross-service function to the retained sites (or activities) having the highest functional value for that function. The purpose of this formulation is to assign, to the extent possible, the cross-service functional requirements to sites or activities having high military value and high functional values. The rationale for this approach is that sites having high military value are the ones most likely to be retained by the military departments. The objective function for this formulation is as follows:

Minimize
$$f(o_s, l_{ig}, k_{uh}) = \left(\frac{w}{u_1}\right) \times \sum_{s \in S} o_s \times nmv_s - \left(\frac{100-w}{u_2}\right) \times \sum_{t \in S} \sum_{g \in F} l_{ig} \times fv_{ig}/req_g$$
 o_s, l_{ig}

where

 $0 \le w \le 100$ Weight parameter used to vary the emphasis between military value and functional value,

 $u_1 \ge 0, u_2 \ge 0$ $u_1 = \sum_{s \in S} (4 - mv_s), u_2 = \sum_{f \in F} \max_{s \in S} fv_{sf}$
 $nmv_s = 4 - mv_s$.

This formulation will be referred to as the MINNMV model since it minimizes the sum of 4 - mv, for retained sites or activities. Site or activities having a high military value (3) will have 1 as their value. Site or activities with low military value (1) will have 3 as their value.

The parameters u_1 and u_2 are used to scale the two components of the objective function. Scaling the components of the objective function enhances the ability of the solver to find a solution. Apart from the weight parameters, these scaling parameters will scale the components of the objective function to values near 1.0.

The weight parameter, w, can be varied to change the emphasis the formulation gives to military value versus functional value. If w = 0, this formulation matches the preliminary formulation (MAXFV) as site military value would have zero weight. Conversely, if w is set to a large value (w = 99), functional value would have little weight. The MAXFV and MINNMV formulations are the same formulation, only differing in the parameter w. Varying w in the formulation allows the model to be used to create a family of solutions. These points are illustrated by an example in the next section.

The component of the objective function that addresses military value of sites, $\sum_{s \in S} o_s \times nmv_s = \sum_{s \in S} o_s \times (4 - mv_s), \text{ affects the optimal solution as follows. (For this discussion we will ignore the functional value component of the objective function, <math display="block">-\sum_{t \in S} \sum_{g \in F} l_{tg} \times fv_{tg}/req_g \quad .) \text{ If there were no constraints in the formulation, i.e., satisfy the DoD requirement, the minimum value of the objective function would be achieved by setting$

 $o_s = 0$ for all sites since $4 - mv_s \ge 1$ for all sites. Given that some sites have to be open, all else being equal, it is better to open a site with $mv_s = 3$ because it increases the objective function by the least amount.

The MINXCAP Formulation. If the parameter w is set to a large value (w = 99), this problem formulation will find the set of retained sites having the smallest total functional capacity but still able to perform the DoD functional requirement. Depending on w, functional assignments are also optimized. The objective function for this formulation is:

Minimize
$$f(o_s, l_{ig}, k_{uh}) = \left(\frac{w}{u_1}\right) \times \sum_{s \in S} o_s \times \left(\sum_{f \in F} cap_{sf}/req_f\right) - \left(\frac{100-w}{u_2}\right) \times \sum_{i \in S} \sum_{g \in F} l_{ig} \times fv_{ig}/req_g$$

$$o_s, l_{ig}, k_{uh}$$

If w=0, this formulation, like the MINNMV formulation, is also equivalent to the MAXFV formulation. If w is set to a large value, excess capacity is reduced as much as possible without regard to functional values. As in the MINNMV formulation, u_1 and u_2 are used to scale the components of the objective function. For this formulation $u_1 = \sum_{s \in S} \sum_{f \in F} cap_{sf}/req_f$. The other scale parameter u_2 is set to the same value for all formulations.

The MINSITES Formulation. This formulation, depending on the value of w, will find the minimum-sized set of site or activities that can perform the DoD functional requirement. As in the previous formulations, if w = 0, this formulation is also equivalent to MAXFV. The objective function for this formulation is given by:

Minimize
$$f(o_s, l_{tg}, k_{uh}) = \left(\frac{w}{u_1}\right) \times \sum_{s \in S} o_s - \left(\frac{100-w}{u_2}\right) \times \sum_{t \in S} \sum_{g \in F} l_{tg} \times fv_{tg}/req_g$$

$$o_s, l_{tg}, k_{uh}$$

If w is set to a large value, the cross-service functional workload is assigned to the smallest possible number of sites regardless of functional values. For this formulation $u_1 = |S|$, the number of sites in the set S.

The MAXSFV formulation. This formulation maximizes the sum of the functional values for all of the retained sites. The objective function for this formulation is given by:

$$\begin{aligned} & \textit{Maximize } f(o_s, l_{ig}, k_{uh}) = \left(\frac{w}{u_1}\right) \times \sum_{s \in S} (o_s \times \sum_{f \in F} f v_{sf}) + \left(\frac{100 - w}{u_2}\right) \times \sum_{t \in S} \sum_{g \in F} l_{ig} \times f v_{ig} / req_g \\ & o_s, l_{ig}, k_{uh} \end{aligned}$$

For this formulation $u_1 = \sum_{f \in F} \sum_{s \in S} f v_{sf}$. If the number of sites to be retained is not constrained, all of the sites will be retained in the solution since the objective function is maximized when $o_s = 1$ for all sites. Obtaining meaningful results with this formulation, therefore, requires a constraint on the number of sites retained.

Policy Imperatives

A policy imperative is any statement that can be formulated as a constraint in the model. The model described here is very flexible in its capacity to handle imperatives. Examples of imperatives that can be modeled include:

- assigning functions in groups,
- increasing the average DoD military value of the sites assigned any cross-service functional workload.
- requiring the weighted functional value for a given common support function to be at least as great as some value,
- limiting the number of sites that have any cross-service functional workload assigned to them,
- requiring that each department's average military value is not allowed to go below some level,
- requiring a certain number of sites in a geographic area to remain open, and
- requiring the distribution of functional workload to follow a certain pattern,
 e.g., in one department, in one location, or on both coasts.

This is not an exhaustive list of the possibilities for policy imperatives. An example of a policy imperative added to the MINNMV formulation is given in the following section.

Consistent Alternatives

The functional data and constraints from all of the users may be combined into a single formulation. In the event that two users obtain solutions that are inconsistent (e.g., the solutions have a site or activity receiving cross-service functional workload in one, and losing all of its cross-service functional workload in the other) this capability can be used to resolve the inconsistency.

4. Optimization Examples

The following examples use representative, notional data to demonstrate the formulations. Three different departments, X, Y, and Z, each have 5 sites (A, B, C, D, and E). Six functions are considered: air vehicles, munitions, electronic combat, fixed-wing avionics, conventional missiles and rockets, and satellites. Table 1 shows the basic data for these sites. Table 1 also shows the DoD requirement by function and the percent of excess capacity. Percent excess capacity is calculated as

$$100 \times \left(\frac{\sum_{s \in S} cap_{sf}}{req_f} - 1\right).$$

Preliminary Formulation (MAXFV).

Results for the MAXFV formulation are shown in table 2. If there is no functional requirement assigned to a site, the capacity for that function is shown as zero at that site even if the site has requirements for other functions assigned. Notice that, for this solution, all sites have some cross-service functional workload assigned.

The column in table 2 labeled $Wgt\ FV$ shows the weighted functional value for each function. Wgt FV for function $f \in F = \frac{\sum_{s \in S} f^{s_{sf} \times req_{sf}}}{\sum_{s \in S} req_{sf}}$. Wgt FV is an indicator of the quality of the cross-service allocation of the functional requirement across all sites and activities. The average FV, the weighted average FV, and the weighted percent excess capacity are also shown in the table. These three numbers are gross measures of the quality of the solution.

Primary Formulation (MINNMV).

Table 3 shows the data for the optimal solution to the MINNMV formulation with w = 99. The number of sites having cross-service functional workload assigned has been reduced from 15 to six. Excess capacity is greatly reduced. The weighted percent excess capacity is only 31 percent compared to 60 for the MAXFV formulation. The DoD military value average is increased by 28.8 percent. The military value averages for the two departments with any sites retained have both been increased. The weighted functional value scores are not as good as the scores obtained from the MAXFV formulation. The average FV score is almost 14 points lower than for the MAXFV formulation.

Primary Formulation (MINNMV) with Policy Imperative

As an example of a policy imperative, consider the following. Suppose the user responsible for the missile function determines that only two sites should perform the conventional missiles and rockets function. The optimal solution to the original MINNMV formulation assigned the missile function to four different sites. Modifying the MINNMV formulation such that only two sites are allowed to perform the missile function results in the solution shown in table 4. The optimal solution still requires only six sites to perform the cross-service functions, but the sites are different. Only four of the sites are common to both solutions. Since the model has an additional constraint, the average military value has decreased compared to the original MINNMV formulation.

Parameterization of the MINNMY Formulation

Table 5 summarizes the results of varying the parameter w in the MINNMV formulation over the values 0, 2, 3, 5, 10, 20, 30, 40, 60, and 99. As is to be expected, the number of sites and activities with cross-service functional workload assigned and weighted functional value decrease as w increases. The average military value generally increases as w increases. Though these results pertain only to this particular example, they clearly illustrate qualitative differences between the MAXFV and MINNMV formulations. The optimal solutions to the formulation do not change as w varies over the range of 60 to 99.

This example illustrates how the parameter w can be used to generate a family of cross-service functional solutions. For instance, a user with table 5 before him could decide that from this family of solutions, the solution obtained by setting w = 20 is worth exploring further since the weighted functional values are very close to the best values obtained in the MAXFV formulation and the weighted average percent excess capacity has been reduced from 60 to 17 percent. Table 6 displays the full output from this formulation.

Figure 1 displays this information in graphical form. The figure shows the sharp decrease in the average functional value for conventional missiles and rockets when w is changed from 20 to 30. The figure also displays the increase in average military value that is achieved by using the MINNMV formulation.

Primary Formulation (MINXCAP)

Table 7 shows the output of the MINXCAP formulation with w = 99. As would be expected, this formulation produces a solution that greatly reduces excess capacity, but the weighted functional values have suffered. The weighted average percent excess capacity has been reduced to almost 6 percent.

Primary Formulation (MINSITES)

The results of using the MINSITES formulation with w = 99 are given in table 8. The optimal solution retains only six sites. The sites are different than the sites retained in the MINNMV solution.

Primary Formulation (MAXSFV)

The results of using the MAXSFV formulation with the number of retained sites constrained to be no more than six are displayed in table 9.

Summary of Formulation Results

The following table summarizes the basic statistics for the five formulations.

Statistics	MAXFV	MINNMV	MINXCAP	MINSITES	MAXSFV
Sites retained	15	6	7	6	6
Weighted avg. percent excess capacity	60.37	31.39	6.11	12.14	24.1
Weighted average FV	84.7	73.9	74.2	76.5	62.9
Average mili- tary value	2.2	2.83	2	2.67	2.67

5. Generating Alternatives

Alternative solutions, in terms of the retained sites or activities, may be obtained by excluding a set of retained or open sites from a formulation. For example, the optimal solution obtained from the MINNMV formulation (see table 3) retains sites XA, XC, XD, ZA, ZB, and ZD. To find another optimal solution with the same objective function value or the next best solution, we define the set $\Delta_1 = \{XA, XC, XD, ZA, ZB, ZD\}$ and add the following constraints to the MINNMV formulation:

```
\sum_{s \in \Delta_1} o_s \le |\Delta_1| - \alpha \text{ (condition 1)}
\sum_{s \in S - \Delta_1} o_s \ge \beta \text{ (condition 2)}
\alpha + \beta \ge 1
\alpha = 0, 1 \text{ and } \beta = 0, 1.
```

A solution that satisfies either condition 1 ($\alpha = 1$) or condition 2 ($\beta = 1$) will be different from the original optimal solution. The formulation given above guarantees that at least one of these two conditions will hold at the optimal solution. The second best solution to the MINNMV formulation is given in table 10. The second-best solution retains sites XC, XD, YC, ZA, ZB, ZD. This solution actually has weighted functional values that are superior to those of the original optimal solution for some of the functions. Comparing values in tables 3 and 10, it would be difficult to argue that the optimal solution is clearly superior to the solution given in table 10.

If we define the set $\Delta_2 = \{XC, XD, YC, ZA, ZB, ZD\}$, then the following formulation can be used to find the third best solution:

$$\sum_{s \in \Delta_1 \cap \Delta_2} o_s \leq |\Delta_1 \cap \Delta_2| - \alpha \text{ (condition 1)}$$

$$\sum_{s \in \Delta_1 \cap \Delta_2} o_s \geq \beta \text{ (condition 2)}$$

$$\sum_{s \in \Delta_1 - \Delta_2} o_s \geq \gamma$$

$$\sum_{s \in \Delta_2 - \Delta_1} o_s \geq \gamma$$

$$\alpha + \beta + \gamma \geq 1$$

$$\alpha = 0, 1, \beta = 0, 1, \text{ and } \gamma = 0, 1.$$

Any solution that satisfies any one of the three conditions will be different from the first two solutions. Table 11 shows the third best solution. Comparing table 11 to tables 3 and 10 results in a less compelling case for the strength of the third best alternative. Based upon this type of comparison, the first two solutions would be subjected to further analysis before selecting one as a recommendation.

6. Optimization Software

The solutions to these optimization problems were obtained using the commercially-available, IBM Optimization Subroutine Library (OSL)² interfaced with AMPL³. The text file describing these formulations in the AMPL format is contained in appendix A. Note that all of the different objective functions are defined in this single text file. This file contains the code required to generate the second and third best alternatives. The AMPL-format data file for the

²Optimization with OSL by Ming S. Hung, Walter O. Rom, and Allan D. Waren, published by The Scientific Press.

¹AMPL: A Modeling Language for Mathematical Programming by Robert Fourer, David M. Gay, and Brian Kernighan, published by The Scientific Press, 1993.

example is given in appendix B. These files are processed by the AMPL/OSL package to produce the outputs discussed in the examples section of this document.

Table 1. Joint Cross-Service Analysis Example
Basic Data

	Department															
] [X					Y					Z			
Function	Α	В	С	D	Е	Α	В	C	D	E	A	В	С	D	E	Totals
Capacities																
Air vehicles	450	7000	2500	0	0	5000	500	0	0	0	3000	1200	0	2857	0	22,507
Munitions	850	200	4500	0	0	300	0	2000	0	0	1000	0	1000	0	0	9,850
Electronic combat	3000	. 0	0	0	0	1000	0	0	0	0	2000	0	0	1543	20	7,563
Fixed-wing avionics	0	0	250	3500	0	0	0	400	3500	0	1000	4000	0	2000	500	15,150
Conv. missiles/rockets	0	0	200	0	3000	0	0	200	100	2000	3000	700	200	300	200	9,900
Satelites	0	0	300	4000	0	0	0	500	0	0	250	50	0	300	2200	7,600
Function FV Scores																
Air vehicles	50	70	68	0	0	57	72	0	0	0	81	92	0	86	0	
Munitions	88	71	58	0	0	54	0	88	0	0	72	0	75	0	0	
Electronic combat	67	0	0	0	0	91	0	0	0	0	52	0	0	78	77	
Fixed-wing avionics	0	0	92	94	0	0	0	78	69	0	72	93	0	66	71	
Conv. missiles/rockets	0	0	62	0	89	0	0	59	93	92	56	59	50	65	91	
Satelites	0	0	71	58	0	0	0	64	0	0	85	61	0	73	93	
Department Military Value	3	3	3	2	1	2	1	3	2	1	3	3	2	3	1	

	DoD	Pct.
Function	req.	excess
Air vehicles	9,463	137.8
Munitions	5,503	79.0
Electronic combat	3,234	133.9
Fixed-wing avionics	3,775	301.3
Conv. missiles/rockets		164.5
Satelites	-	206.5

Table 2. MAXFV Model Output

							Depa	artment									
1 [X					Y					Z			Retained	
Function	Α	В	C	D	E	Α	В	С	D	E	Α	В	C	D	E	totals	
Retain=1, Close=0	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	15	
Department Mil. Val.	3	3	3	2	1	2	1	3	2	1	3	3	2	3	1	,	Percent
Capacities					ł						1						excess
Air vehicles	0	7000	0	0	0	0	500	0	0	0	3000	1200	0	2857	0	14557	53.8
Munitions	850	200	4500	0	0	0	0	2000	0	0	1000	0	1000	0	0	9550	73.5
Electronic combat	3000	0	0	0	o	1000	0	0	0	0	0	0	0	1543	20	5563	72.0
Fixed-wing avionics	0	0	0	3500	0	0	0	0	0	0	0	4000	0	0	0	7500	98.7
Conv. missiles/rockets	0	0	0	0	3000	0	0	0	100	2000	0	0	0	0	200	5300	41.6
Satelites	0	0	0	0	0	0	0	0	0	0	250	0	0	300	2200	2750	10.9
					.]											Wgt. avg.	60.37
Workload assigned											}					Totals	
Air vehicles	0	1906	0	0	0	0	500	0	0	0	3000	1200	0	2857	0	9463	
Munitions	850	200	453	0	0	0	0	2000	0	0	1000	0	1000		0		
Electronic combat	671	0	0	0	0	1000	0	0	0	0	0	0	0	1543	20	3234	
Fixed-wing avionics		0	0	3500	0	0	0	0	0	0	0	275	0		0		
Conv. missiles/rockets	0	0	0	0	1443	0	0	0	100	2000		0	0		200		
Satelites	0	0	0	0	. 0	0	0	0	0	0	250	0	0	30	2200	2480	
Department avg. MV	ł		2.4		·			1.8			1		2.4				
Percent change	<u></u>		-0.0					0.0			<u> </u>		-0.0			j	

2.20 0.0

DoD weighted FVs								
Function	Wgt FV							
Air vehicles	81.2							
Munitions	79.6							
Electronic combat	79.7							
Fixed-wing avionics	93.9							
Conv. missiles/rockets	90.8							
Satelites	92.0							
Average FV	86 2							

Average FV 86.2 Weighted avg. FV 84.7

Table 3. MINNMV Model Output

						·	Dep	artmen	1								
			X					Y					Z			Retained	
Function		B	С	_ D	E	A	В	С	D	E	A	В	С	D	E	totals	
Retain=1, Close=0	1	0	1	1	0	0	0	0	0	0	1	1	0	1	0	6	
Department Mil. Val.	3	3	3	2	1	2	1	3	2	1	3	3	2	3	1		
Capacities					İ												Percent excess
Air vehicles	0	0	2500	0	ol	0	0	0	0	0	3000	1200	0	2857	0	9557	1.0
Munitions	850	0	4500	0	0	0	0	Ō	Ō	Ō	1	0	ō	0	ŏ		15.4
Electronic combat	3000	0	0	0	ol	0	0	0	0	Ō	I	0	Ŏ	-	Ö		40.5
Fixed-wing avionics	0	0	0	3500	0	0	0	0	0	0	o	4000	Ŏ		Ö		98.7
Conv. missiles/rockets	0	0	200	0	0	0	0	0	0	0	3000	700	Ō	300	Ö		12.2
Satelites	0	0	300	4000	o	0	0	0	0	0		50	Ō		Ō		97.6
													_		_	Wgt. avg.	31.39
Workload assigned											İ					Totals	
Air vehicles	0	0	2406	0	0	0	0	0	0	0	3000	1200	0	2857	0		
Munitions	850	0	3653	0	` O	0	0	0	0	0	•	0	Ŏ		ŏ		
Electronic combat	1691	0	0	0	0	0	0	0	0	0	lo	0	0	1543	Ö		
Fixed-wing avionics	0	0	0	3500	0	0	0	0	0	0	lo	275	Ō		Ŏ		
Conv. missiles/rockets	0	0	200	0	0	0	0	0	0	0	2543	700	Ŏ	_	ŏ		
Satelites	0	0	300	1580	0	0	0	0	0	0		50	Ō		Ŏ		
Department avg. MV			2.7	;				0.0			}		3.0				
Percent change			11.1					-100.0			ſ		25.0			1	

2.83 28.8

DoD weighted FVs						
Function	Wgt FV					
Air vehicles	80.6					
Munitions	65.2					
Electronic combat	72.2					
Fixed-wing avionics	93.9					
Conv. missiles/rockets	57.6					
Satelites	64.2					
Average FV	723					

Average FV 72.3 Weighted avg. FV 73.9

Table 4. MINNMV Model with Policy Imerative Output

								Dep	artmen	ŧ								
1 [X					Y					Z			Retained	
Function	A	\perp	В	С	D	E	Α	В	С	D	E	Α	В	С	D	E	totals	
Retain=1, Close=0		0	1	1	1	1	0	0	0	0	0	1	0	0	1	0	6	
Department Mil. Val.	ı	3	3	3	2	1	2	1	3	2	1	3	3	2	3	1		
Capacities																		Percent excess
Air vehicles		0	7000	0	0	0	0	. 0	0		0	3000	0	0	2857	0		35.9
Munitions	ļ	0	200	4500	0	0	0	0	0		0	1000	0	0		0		3.6
Electronic combat		0	0	0	0	0	0	0	0	0	0	2000	0	0	1543	0		9.6
Fixed-wing avionics		0	0	250	3500	0	0	0	0		0	1000	0	0	0	0		25.8
Conv. missiles/rockets		0	0	0	0	3000	0	0	0		0		0	0	_	0		60.3
Satelites	1	0	0	300	4000	0	0	0	0	0	0	250	0	0	300	0		95.6
	ĺ					ļ						l					Wgt. avg.	33.70
Workload assigned												1					Totals	
Air vehicles		0	3606	0	0	0	0	0		_			0	0	2857	0	9483	
Munitions	l	0	200	4303	0	0	0	0	0			1000	0	0	0	0		
Electronic combat		0	0	0	0	0	0	0				1691	0	0	1543	0	3234	
Fixed-wing avionics		0	0	250	3500	0	0	0				25	0	0	0	0	3775	
Conv. missiles/rockets		0	0	0	0	3000	0	0				743		0	_	0	3743	
Satelites		0	0	300	1630	0	0	0	0	0	0	250	0	0	300	0	2480	
Department avg. MV				2.3			ł		0.0)]		3.0				
Percent change	<u> </u>			-6.3			<u> </u>		-100.0)		<u> </u>		25.0)		J	

2.50 13.6

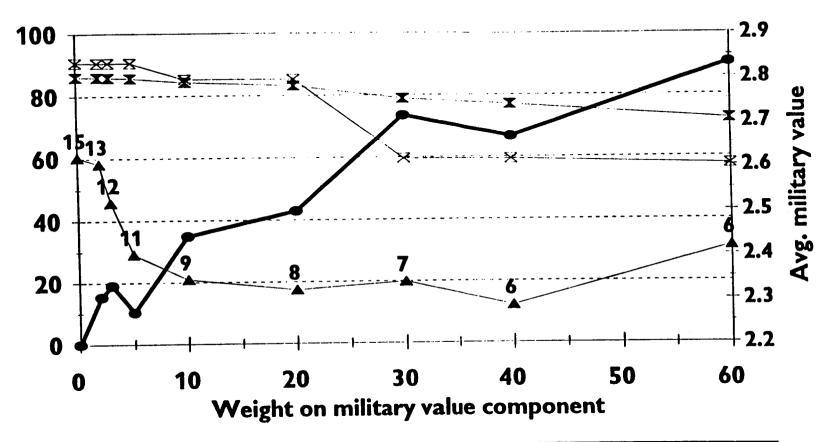
DoD weighted FVs							
Function	Wgt FV						
Air vehicles	78.3						
Munitions	61.0						
Electronic combat	64.4						
Fixed-wing avionics	93.7						
Conv. missiles/rockets Satelites	82.4 64.1						
Average FV	74.0						

Average FV 74.0 Weighted avg. FV 74.7

Table 5. Parameterization of the MINNMV Model

1				Pe	rcent of we	laht on FV				
	0 MAXFV	2	3	5	10	20	30	40	60	99 MINNMV
Sites/activities open	15	13	12	11	9	8	7	6	6	6
Percent excess	İ		l		ļ		j	1		
Air vehicles	53.8	48.5	48.5	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Munitions	73.5	73.5	73.5	69.9	51.7	51.7	51.7	15.4	15.4	15.4
Electronic combat	72.0	72.0	72.0	72.0	72.0	41.1	41.1	41.1	40.5	40.5
Fixed-wing avionics	98.7	98.7	6.0	6.0	6.0	6.0	6.0	6.0	98.7	98.7
Conv. missiles/rockets	41.6	38.9	38.9	38.9	4.2	4.2	22.9	17.6	12.2	12.2
Satelites	10.9	10.9	10.9	10.9	10.9	10.9	10.9	10.9	97.6	97.6
Wgt. avg. % excess	60.37	58.24	45.83	29.16	21.00	17.46	19.94	12.14	31.39	31.39
Weighted FV			:]					
Air vehicles	81.2	81.1	81.1	80.6	80.6	80.6	80.6	80.6	80.6	80.6
Munitions	79.6	79.6	79.6	79.2	76.1	76.1	76.1	65.2	65.2	65.2
Electronic combat	79.7	79 .7	79.7	79.7	79.7	72.3	72.3	72.3	72.2	72.2
Fixed-wing avionics	93.9	93.9	93.0	93.0	93.0	93.0	93.0	93.0	93.9	93.9
Conv. missiles/rockets	90.8	90.7	90.7	90.7	85.4	85.4	59.6	59.5	57.6	
Satelites	92.0	92.0	92.0	92.0	92.0	92.0	92.0	92.0	64.2	
Average FV	86.2	86.2	86.0	85.9	84.5	83.2	78.9	77.1	72.3	72.3
Weighted avg. FV	84.7	84.6	84.5	84.2	82.9	82.1	78.6	76.5	73.9	73.9
DoD average MV	2.20	2.31	2.33	2.27	2.44	2.50	2.71	2.67	2.83	2.83





Number of sites open are shown as labels on the excess capacity (plots)

- -- Avg. percent excess capacity -- Average military value
- -x- Average FV

Missile/rocket FV

Table 6. MINNMV Model Output with Weight = 20

							Dep	artment									
<u> </u>			X					Y					Z			Retained	
Function		В	C	_ D	E	Α	В	С	D	E	Α	В	C	D	E	totals	
Retain=1, Close=0	1	0	1	0	1	0	0	1	0	0	1	1	0	1	1	8	
Department Mil. Val.	3	3	3	2	1	2	1	3	2	1	3	3	2	3	1		
Capacities																•	Percent excess
Air vehicles	0	0	2500	0	0	0	0	0	0	0	3000	1200	0	2857	0	9557	1.0
Munitions	850	0	4500	0	0	0	0	2000	Ō	O	1000	0	Ŏ	0	Ö	8350	51.7
Electronic combat	3000	0	0	0	0	0	0	0	0	0	0	Ō	Ŏ	1543	20	4563	41.1
Fixed-wing avionics	0	0	0	0	0	0	0	Ō	Ō	0	Ō	4000	Ō	0	0	4000	6.0
Conv. missiles/rockets	0	0	200	0	3000	0	0	200	0	0	0	0	Ō	300	200	1	4.2
Satelites	0	0	0	0	0	0	0	0	0	0	250	0	0	300	2200		10.9
																Wgt. avg.	17.46
Workload assigned																Totals	
Air vehicles	0	0	2406	0	0	0	0	0	0	0	3000	1200	0	2857	0		
Munitions	850	0	1653	0	0	0	0	2000	0	0	1000		Ö	0	Ŏ		
Electronic combat	1671	0	0	0	. 0	0	0	0	0	0	0	0	Ō	1543	20	3234	
Fixed-wing avionics	0	0	0	0	0	0	0	0	0	0	0	3775	Ö	_	0	4	
Conv. missiles/rockets	0	0	200	O	3000	0	0	43	0	0		0	ō		200		
Satelites	0	0	0	0	, 0	0	0	0	0	0	1	Ō	Ö		2200		
Department avg. MV			2.3	:				3.0					2.5				
Percent change			-2.8	;				66.7					4.2			1	

2.50 13.6

DoD weighted FVs								
Function	Wgt FV							
Air vehicles	80.6							
Munitions	76.1							
Electronic combat	72.3							
Fixed-wing avionics	93.0							
Conv. missiles/rockets	85.4							
Satelites	92.0							
Asserses EV	92.2							

Average FV 83.2 Weighted avg. FV 82.1

Table 7. MINXCAP Model Output

		Department .													[
1			X					Y					Z			Retained	
Function	A	В	С	D	E	A	В	С	D	E	A	В	С	D	E	totals	
Retain=1, Close=0	1	()	1 () 1	1	1	0	0	0) 1	0	0	1	7	
Department Mil. Val.	3	5	1	3 2	! 1	2	1	3	2	1	3	3	2	3	1	}	
Capacities											Ì						Percent excess
Air vehicles	450	(250	0 () 0	5000	500	0	0	0	1 (1200	0	0	0	9650	2.0
Munitions	850				0	300	0	0		0) (0	0	0	0	5650	2.7
Electronic combat	3000	(0 (1000	0	0	0	0	1 () 0	0	0	20	4020	24.3
Fixed-wing avionics	0	()	0 () 0	0	0	0	0	0	1 (4000		0	0	4000	6.0
Conv. missiles/rockets	0	(20	0 (3000	0	0	0		0	} (700			200	4100	9.5
Satelites	0		30	0 () (0	0	0	0	a	1 (0	0	0	2200	2500	0.8
						Ì					1					Wgt. avg.	6.11
Workload assigned											}					Totals	
Air vehicles	263		250	ю (0 0	5000	500	0		0	1 (1200	0	0	0	9463	
Munitions	850	ķ.	450	Ю () (153	0	_		0)] (0 0	-				
Electronic combat	2214		0	0	0 (1000		_		. 0	1 (0	_			3234	
Fixed-wing avionics	0			0	0 (•	-			C		0 3775					
Conv. missiles/rockets	0)		00	D 3000) 0	-			0		D 343					
Satelites	0)	D 20	80	0 (0	0	0	0	C	'	0 (0	0	2200	2480	
Department avg. MV			2	.3				1.5	,				2.0			1	
Percent change				2.8				-16.7	·		<u> </u>		-16.7			ز	•

2.00 -9.1

DoD weighted FV	•
Function	Wgt FV
Air vehicles	64.9
Munitions	62.5
Electronic combat	74.5
Fixed-wing avionics	93.0
Conv. missiles/rockets	84.9
Satelites	90.5

Average FV 78.4 Weighted avg. FV 74.2

Table 8. MINSITES Model Output

		Department Department																
I			X					Y			Т			Z			Retained	
Function	<u> </u>	В	С	D	E	Α	В	С	D	E		À	В	С	D	E	totals	
Retain=1, Close=0	1	0	1	0	o	0	0	0	O		o	1	1	0	1	1	6	
Department Mil. Val.	3	3	3	2	1	2	1	3	2		1	3	3	2	3	1		
Capacities					į						١							Percent excess
Air vehicles	0	0	2500	0	0	0	0	0	C		ol	3000	1200	0	2857	0	9557	1.0
Munitions	850	0	4500	0	0	0	0	0	C	ı	ol	1000	0	0	0	0	1	15.4
Electronic combat	3000	0	0	0	0	0	0				0	0	0	0	1543	20		41.1
Fixed-wing avionics	0	0	0	0	0	0	0		0	l	ol	0	4000	0		0		6.0
Conv. missiles/rockets	0	0	200	0	0	0	0)	0	3000	700	0	300	200	4400	17.6
Satelites	0	0	0	0	0	0	0	0	•	li .	0	250	0	0	300	2200	2750	10.9
																	Wgt. avg.	12.14
Workload assigned											Į						Totals	
Air vehicles	0	0	2406	0	0	-	_		_		0[3000	1200	0	2857	0	9463	
Munitions	850	0	3853	0	0	0					0	1000	0	0	0	0	5503	
Electronic combat	1671	0	0	0	0						0	0	0	0	1543	20	3234	
Fixed-wing avionics	0	0	0	0	0			0	(0	0	3775	0	0	0	3775	
Conv. missiles/rockets	0	0	200	0	0						0	2343	700	0	300	200	3743	
Satelites	0	0	0	0	0	0	O	0	•	1	0	250	0	0	30	2200	2480	
Department avg. MV			3.0					0.0						2.5	;			
Percent change			25.0					-100.0						4.2	!		}	

2.67 21.2

DoD weighted FV	8
Function	Wgt FV
Air vehicles	80.6
Munitions	65.2
Electronic combat	72.3
Fixed-wing avionics	93.0
Conv. missiles/rockets	59.5
Satelites	92.0

Average FV 77.1 Weighted avg. FV 76.5

Table 9. MAXSFV Model Output

		Department																
1				X					Y					Z			Retained	
Function	A	В	\Box	С	D	E	Α	В	С	D	E	Α	В	С	D	E	totals	
Retain=1, Close=0	0	ı	0	1	1	o	1	0	0	0	0	,	1	0	1	0	6	
Department Mil. Val.	3		3	3	2	1	2	1	3	2	1	3	3	2	3	1	}	
Capacities					-													Percent excess
Air vehicles	0)	0	2500	0	0	5000	0				3000	0	0		0		11.0
Munitions	0)	0	4500	0	0	300	0	0	_		1000	0	0		0	1	5.4
Electronic combat	0		0	0	0	0	0	0				2000	0	0	,	0	1	9.6
Fixed-wing avionics	0		0	250	0	0	0	0				1000	4000	0	2000	0		92.1
Conv. missiles/rockets	C)	0	200	0	0	0	0	0			3000	700	0	_	0		4.2
Satelites	()	0	0	4000	0	0	0	0	0	0	0	0	0	0	0	1000	61.3
																	Wgt. avg.	24.10
Workload assigned																	Totals	
Air vehicles	()	0	2500	0	0	5000	0					0	O		_		
Munitions)	0	4500	0	0		0						0		0		
Electronic combat)	0	0	O	0		0				1		0		0		
Fixed-wing avionics)	0	250	0	0		0						0				
Conv. missiles/rockets	} (0	0	43	0	0	•	0				1		O	_	-		
Satelites	•	D	0	0	2480	0	0	0) () (•	0	0	O	0	0	2480	
Department avg. MV				2.5	•	,			2.0)				3.0)			
Percent change	<u> </u>			4.2			<u> </u>		11.	<u> </u>		<u>.l</u>		25.0	<u> </u>		}	

2.67 21.2

DoD weighted FVs							
Function	Wgt FV						
Air vehicles	64.9						
Munitions	59.6						
Electronic combat	61.9						
Fixed-wing avionics	73.1						
Conv. missiles/rockets	56.6						
Satelites	58.0						
Average FV	62.3						
Weighted avg. FV	62.9						

Table 10. MINNMV Model Output: Alternative 1

	 								Dep	artme	nt					· · · · · · · · · · · · · · · · · · ·				
			X							Y						Z			Retained	
Function	 	В	C	\Box	D	E	Α	\mathbf{I}	В	С	I	D	E	Α	В	С	D	E	totals	
Retain=1, Close=0	0	0		1	1	o	(D	0		1	0	0	1	1	0	1	0	6	
Department Mil. Val.	3	3		3	2	1	:	2	1	;	3	2	1	3	3	2	3	1		
Capacities																				Percent excess
Air vehicles	0	0	250	Ю	0	ol	(0	0	1	0	0	0	3000	1200	0	2857	0	9557	1.0
Munitions	0	0	450	Ю	0	o	(0	0	200	0	0	0	1000	0	Ō		Ō		36.3
Electronic combat	0	0	ı	0	0	ol		0	0		0	0	0	2000	0	Ō	1543	Ō	3543	9.6
Fixed-wing avionics	0	0	l	0	3500	o	(D	0	(0	0	0		4000	Õ		Ö		98.7
Conv. missiles/rockets	0	0		00	0	ol	(0	0	20	0	0	0	3000	700	0	300	0	4400	17.8
Satelites	0	0	30	00	4000	o	(0	0	50	0	0	0	250	50	Ō	300	0	5400	117.7
																			Wgt. avg.	34.41
Workload assigned																			Totals	
Air vehicles	0	0	240)6	Q ¹	0	(0	0	1	0	0	0	3000	1200	0	2857	0	ı	
Munitions	0	0	250)3	0 `	0		0	0	200	0	0	0	1000	0	0	0	0	5503	
Electronic combat	0	0)	0	0	0		D	0	1	0	0	. 0	1691	0	0	1543	0	3234	
Fixed-wing avionics	0	0		0	3500	0		0	0		0	0	0	1 0	275	0		0		
Conv. missiles/rockets	0	0		00	0	0		D	0	20	0	0	0	2343	700	0	300	0		
Satelites	0	O	30	00	1080	0	•	D	0	50	0	0	0	250	50	0		0		
Department avg. MV			2	.5						3.	0					3.0)		İ	
Percent change			4	1.2						66.	.7			1		25.0]	

2.83 28.8

DoD weighted FV	8
Function	Wgt FV
Air vehicles	80.6
Munitions	71.4
Electronic combat	64.4
Fixed-wing avionics	93.9
Conv. missiles/rockets	57.8
Satelites	65.4
Average FV	72.3

Average FV 72.3 Weighted avg. FV 74.4

Table 11. MINNMV Model Output: Alternative 2

	Department																
1 F			X					Υ					Z			Retained	
Function	A	В	С	D	E	Α	В	C	D	E	A	В	С	D	E	totals	
Retain=1, Close=0	1	1	1	1	0	0	0	0	0	0	1	1	0	0	0	6	
Department Mil. Val.	3	3	3	2	1	2	1	3	2	1	3	3	2	3	1		- B
Capacities																	Percent excess
Air vehicles	0	7000	0	0	0	0	0	0	0	0	3000	1200	0	0	0	11200	18.4
Munitions	850	200	4500	0	0	0	0	0	0	0	1000	0	0	0	0	6550	19.0
Electronic combat	3000	0	0	0	0	0	0	0	0	0	2000	0	0	0	0		54.6
Fixed-wing avionics	0	0	0	3500	0	0	0	0	0	0	0	4000	0	0	0		98.7
Conv. missiles/rockets	0	0	200	0	0	0	0		0	0	3000	700	0	0	0	3900	4.2
Satelites	0	0	300	4000	0	0	0	0	0	0	250	50	0	0	0	4600	85.5
																Wgt. avg.	37.42
Workload assigned	1										[Totals	
Air vehicles	0	5263	0	0	0	0	0		-	0	3000	1200	0	0	0	9463	
Munitions	850	200	3453	0	0	0	0	0		0	1000	0	0		0	5503	
Electronic combat	3000	0	0	0	0	0	0			0	234	0	0		0	3234	
Fixed-wing avionics	0	0	0	3500	0	0	0	0	0	0	0	275	0		0	3775	
Conv. missiles/rockets	0	0	200	0	0	0	0			0		700	0		0	3743	
Satelites	0	0	300	1880	0	0	0	0	0	O	250	50	0	0	0	2480	
Department avg. MV			2.8					0.0			j		3.0				
Percent change	L		14.6					-100.0					25.0			J	

2.83 28.8

DoD weighted FV	•
Function	Wgt FV
Air vehicles	76.3
Munitions	65.7
Electronic combat	65.9
Fixed-wing avionics	93.9
Conv. missiles/rockets	56.9
Satelites	62.4
Average EV	70.2

Average FV 70.2 Weighted avg. FV 71.6

Appendix A AMPL Model Input File

```
# JCSG Model Example
 # Ronald H. Nickel, Ph.D.
 # LTC Roy Rice, USAF
 # 8-3-94
 set X sites;
                    # The set of Department X sites.
 set Y sites:
                    # The set of Department Y sites.
 set Z sites;
                    # The set of Department Z sites.
 set SITE := X_sites union {Y_sites union Z sites};
             # The set of all labs and TLE sites.
 set EXCLD1 within SITE default {}; # A solution to be excluded.
 set EXCLD2 within SITE default {}; # A solution to be excluded.
 set EXCLD INTER := if card(EXCLD2) > 0 then (EXCLD1 inter EXCLD2)
                         else EXCLD1;
 set EXCLD_1DIFF2 := EXCLD1 diff EXCLD2;  # Sites in EXCLD1 but not
                                           # in EXCLD2.
 set EXCLD_2DIFF1 := EXCLD2 diff EXCLD1;
                                          # Sites in EXCLD2 but not
                                          # in EXCLD1.
set EXCLD_COMPLEMENT := SITE diff (EXCLD1 union EXCLD2);
                # The set of sites not in EXCLD1 or EXCLD2.
param excld_num := max(0, card(EXCLD_INTER)-1);
set FUNC:
                # The set of functions.
set SITE_CAP within {SITE, FUNC} ; # The set of site/function
                        # combinations that are
                        # meaningful.
param CAPAC {SITE_CAP}; # The functional capacity at each site for each
                # meaningful site/function combination.
param no_func := card(FUNC);  # The number of function types.
# Define the set performing missile functions.
set MISSLE_FUNC within {FUNC};
param missile_sites >= 0, default 15;
            # Number of sites allowed to perform the
            # missile function. Used in the policy
            # imperative example (missile_sites = 3).
param max_sites >= 0, default card(SITE);
            # Number of open sites allowed in the
            # solution.
param REQ {FUNC}; # The DoD requirement for each function.
```

```
param MV {SITE}; # Military value for each site.
 param NMV {s in SITE} := 4 - MV[s]; # Negative MV scoring.
 param FV {SITE CAP} >= 0.0; # Functional value by site and function.
 param min_assign default 0.001; # Cannot assign less than
                                 # min_assign * CAPAC[s,f] of
                                 # function f to site s.
 # Calculate upper bounds for the objective function components.
param MINNMV_UB := sum {s in SITE} NMV[s];
param MINSITES UB := card(SITE);
param MINXCAP_UB := sum {(s,f) in SITE_CAP} CAPAC[s,f]/REQ[f];
param MAXSFV UB := sum {(s,f) in SITE CAP} FV[s,f];
param MAXFV UB := sum {f in FUNC} max {(s,f) in SITE CAP} FV[s,f];
# Use WGT_PCT to weight the functional value and non-functional value
# components of the objective functions.
param WGT PCT >= 0, <= 100, default 99; # Percent of weight to put on
        # non-functional-value portion of the objective function.
param WGTl := WGT_PCT; # Weight for non-FV portion of the objective
                # functions.
param WGT2 := 100-WGT1; # Weight for FV portion of the objective functions.
# Decision variables
var OPEN {SITE} binary >= 0;
                                # Open or closed decision variable for
                # each site.
var SITE_LOAD {(s,f) in SITE_CAP} >= 0.0, <= CAPAC[s,f];</pre>
            # Amount of the requirement for function f to
            # be assigned to site s . Amount assigned
            # is limited by capacity of site s to perform
            # function f.
var SITE_FUNC {(s,f) in SITE_CAP} binary;
            # 1 if any assignment of workload for function
            # f is made to site s; 0 otherwise.
# The following variables, ALPHA, BETA, and GAMMA, are used to find
# alternative solutions.
```

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```
var ALPHA binary; # At least one site from the intersection is excluded
                   # from the solution.
var BETA binary; # At least one site from the complement of the union
                   # is included is included in the solution.
var GAMMA binary; # At least one site from
                  # EXCLD1 - (EXCLD1 intersect EXCLD2)
                  # and at least one site from
                   # EXCLD2 - (EXCLD1 intersect EXCLD2)
                   # are included in the solution.
# Objective Functions.
# Minimize total open site negative military value and
# maximize the normalized FV-weighted assignment of functional workload
# to sites.
minimize MINNMV:
    (WGT1/MINNMV UB) * sum {s in SITE} OPEN[s]*NMV[s]
    - (WGT2/MAXFV UB) * sum {(t,g) in SITE_CAP} FV[t,g]
    * (SITE_LOAD[t,g]/REQ[g]);
# Minimize the number of open sites and maximize the normalized
# FV-weighted assignment of functional workload to sites.
minimize MINSITES:
    (WGT1/MINSITES_UB) * sum {s in SITE} OPEN[s]
    - (WGT2/MAXFV UB) * sum {(t,g) in SITE_CAP} FV[t,g]
    * (SITE_LOAD[t,g]/REQ[g]);
# Minimize total capacity and maximize the normalized FV-weighted
# assignment of functional workload to sites.
minimize MINXCAP:
    (WGT1/MINXCAP_UB) * sum {s in SITE} OPEN[s] *
        (sum {(s,f) in SITE_CAP} CAPAC[s,f]/REQ[f])
    - (WGT2/MAXFV_UB) * sum {(t,g) in SITE_CAP} FV[t,g]
    * (SITE_LOAD[t,g]/REQ[g]);
# Maximize functional value without workload assignment weightings
# and maximize the normalized FV-weighted assignment of functional
# workload to sites.
maximize MAXSFV:
    (WGT1/MAXSFV_UB) * sum {(s,f) in SITE_CAP} FV[s,f]
    - (WGT2/MAXFV_UB) * sum {(t,g) in SITE_CAP} FV[t,g]
    * (SITE_LOAD[t,g]/REQ[g]);
# Constraints
# The requirement for each function has to be met.
```

```
subject to func_assgn {f in FUNC}:
      sum {(s,f) in SITE_CAP} SITE_LOAD[s,f] = REQ[f];
 # Cannot assign functional workload to a site unless
 # the site is open for assignment of that function.
 subject to func_open {(s,f) in SITE CAP}:
     SITE_LOAD[s,f] <= SITE_FUNC[s,f] *CAPAC[s,f];
 # Sites with no functional requirement assigned
 # are closed.
 subject to site_closed {s in SITE}:
     OPEN[s] <= sum {(s,f) in SITE_CAP} SITE_FUNC[s,f];
 # Allocation of functional requirements cannot be made
 # to sites that are not open.
 subject to site open {s in SITE}:
   , sum {(s,f) in SITE_CAP} SITE_FUNC[s,f] <= OPEN[s] * no func;
 # SITE_FUNC variables are set to 0 if little or no functional
 # workload is assigned to a site.
 subject to site_func_0 {(s,f) in SITE CAP}:
     SITE_FUNC[s,f] <= SITE_LOAD[s,f]/(min_assign * CAPAC[s,f]);</pre>
 # This constraint is an example of a policy imperative.
 # Constrain the number of sites doing munitions work.
 # This constraint only constrains the model if
    missile_sites < card(SITE).</pre>
subject to missile_2 {f in MISSLE_FUNC}:
     sum {(s,f) in SITE_CAP} SITE_FUNC[s,f] <= missile sites;</pre>
# This constraint is used to constrain the number of
# open sites in a solution. max_sites has a default
# value equal to card(SITE), i.e., it does not constrain
# the solution unless max_sites is set to a lower value.
subject to no sites:
    sum {s in SITE} OPEN[s] <= max_sites;</pre>
# Exclude solutions defined by the sets EXCLD1 and EXCLD2.
subject to alt_opt_cond_1:
    sum {s in EXCLD_INTER} OPEN[s] <= excld_num + 1 - ALPHA;</pre>
subject to alt_opt_cond_2:
   sum {s in EXCLD_COMPLEMENT} OPEN(s) >= BETA;
subject to alt_opt_cond_3a:
   sum {s in EXCLD_1DIFF2} OPEN[s] >= GAMMA;
```

```
subject to alt_opt_cond_3b:
    sum {s in EXCLD_2DIFF1} OPEN[s] >= GAMMA;
subject to alt_opt_cond_123:
    ALPHA + BETA + GAMMA >= 1;
```

Appendix B AMPL Data Input File

```
# Data file for JCSG optimization examples.
 # Ron Nickel
 # 7-6-94
 set X_sites :=
     X_A
     X B
    X_C
    X_D
    X_E;
set Y_sites :=
    Y_A
    Y B
    Y_C
    Y_D
    Y_E;
set Z sites :=
    Z_A
    Z_B
    z_c
    \mathbf{Z}_{\mathbf{D}}
    Z_E;
set EXCLD1 := X_A X_C X_D Z_A Z_B Z_D;
set EXCLD2 := X_C X_D Y_C Z_A Z_B Z_D;
set FUNC :=
    Air_Veh
    Mun
    E_Cmbt
    Avion
    Mis
    Sat:
set SITE_CAP : Air_Veh Mun
                                E_Cmbt Avion
                                                  Mis
                                                            Sat :=
        X_A
                                                   +
        X_B
        X_C
        X_D
        X_E
                                                                     - - + + - +
        Y_A
        Y_B
        Y_C
        Y_E
        Z_D
        Z_E
```

[#] Used to model the policy imperative.

par	am CAPA		Air_Veh M	tun	E_Cmbt	Avion	Mis	Sat :=		
	X_2		450		850	3000		•	•	•
	X_1	В	7000		200	•		•	•	•
	x_ 0	2	2500		4500	•		250	200	300
	X_I		•		•	•		3500	•	4000
	X_I	Ē	•		•	•		•	3000	•
	Y_1	4	5000		300	1000		•	•	•
	Y_E		500		•	•		•	•	•
	Y_0		•		2000	•		400	200	500
	Y_I		•		•	. •		3500	100	•
	Y_E		•		•	•		•	2000	•
	Z_2	1	3000		1000	2000		1000	3000	250
	Z_ E	3	1200		•	•		4000	700	50
	z _0	:	•		1000	•		•	200	•
	z_r)	2857		•	1543		2000	300	300
	Z_E		•		•	20		500	200	2200;
para	am FV:		Air_Veh M	un	E_Cmbt	Avion	Mis	Sat :=		
	X_A	50	_	88	67				•	
	X_B	70		71	•		•			
	x_c	68		58	•		92	62	71	
	X_D	•		•	•		94	•	58	
	X_E			•	•		•	89	•	
	Y_A	57		54	91			•	•	
	Y_B	72		•	•		•	•	•	
	Y_C	•		88	•		78	59	64	
	Y_D	•		•	•		69	93	•	
	Y_E	•		•	•		•	92	•	
	Z_A	81		72	5 2		72	56	85	
	Z_B	92		•	•		93	59	61	
	z_c	•		75	•		•	50	•	
	z_ D	86		•	78		66	65	73	
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ECONOMIC

ASSISTANT SECRETARY OF DEFENSE

3300 DEFENSE PENTAGON WASHINGTON DC 20301-3300



MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE
DIRECTOR, DEFENSE RESEARCH AND ENGINEERING
ASSISTANT SECRETARIES OF DEFENSE
GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE
INSPECTOR GENERAL OF THE DEPARTMENT OF DEFENSE
DIRECTOR, OPERATIONAL TEST AND EVALUATION
ASSISTANTS TO THE SECRETARY OF DEFENSE
DIRECTOR OF ADMINISTRATION AND MANAGEMENT

SUBJECT: 1995 Base Realignments and Closures (BRAC 95) -- Policy Memorandum Three

DIRECTORS OF THE DEFENSE AGENCIES

Background

This memorandum is the third in a series of additional policy guidance implementing the Defense Base Closure and Realignment Act of 1990 (Public Law 101-510), as amended, and the Deputy Secretary's 1995 Base Realignments and Closures (BRAC 95) guidance of January 7, 1994.

Final Selection Criteria

The 1995 Base Closure and Realignment (BRAC 95) Selection Criteria at attachment one, required by Section 2903(b) of Public Law 101-510, form the basis, along with the force structure plan, of the base closure and realignment process. These criteria were provided by the Deputy Secretary's November 2, 1994, memorandum. DoD components shall use these criteria in the base structure analysis to nominate BRAC 95 closure or realignment candidates. The criteria will also be used by the 1995 Defense Base Closure and Realignment Commission in their review of the Department of Defense final recommendations.

Activities in Leased Space

This expands on the policy guidance contained in the DepSecDef January 7, 1994, BRAC 95 memorandum.

DoD Component organizations located in leased space are subject to Public Law 101-510. Civilian personnel authorizations of organizations in leased space, which are part of an organization located on a nearby military installation or one within the same metropolitan statistical area (MSA), shall be considered part of the civilian personnel authorization of that



installation. Certain military activities performed in leased facilities constitute an installation because of common mission, permanently authorized personnel, and separate support structure. Each DoD component should aggregate the remaining civilian personnel authorizations of their organizations in leased space within a MSA and consider the aggregate to be a single installation for applying the numerical thresholds of Public Law 101-510. In aggregating leased space activities in the National Capital Region (NCR), the NCR, as defined by the National Capital Planning Act (40 USC 71), will be used as the MSA.

Return on Investment (ROI)

This expands on the policy guidance contained in the Under Secretary of Defense (Acquisition and Technology) memorandum of May 31, 1994 (Policy Memorandum One).

- O Medicare Costs Medicare Costs will not be included in DOD Component cost analyses. The Medicare program consists of part A (hospital and related costs) and Part B (supplemental costs). Part A is financed by Medicare payroll taxes. The only appropriated funds used to support Medicare are those portions of the Part B costs that exceed the monthly premiums paid by the members/beneficiaries. Therefore, total Medicare appropriations will not significantly change return on investment calculations.
- O <u>Unemployment Costs</u> The Military Departments and Defense Agencies annually budget unemployment contributions to the Federal Employees Compensation Account for DoD military and civilian employees. DoD Components should include the contributions to this account attributable to closures and realignments in their cost calculations. However, state unemployment costs will not be included in DoD component cost analyses since such costs result only indirectly from BRAC actions and would not be borne by DoD.
- Costs to other Federal Agencies and State and Local
 Governments In general, DoD components need not consider
 costs or savings to other federal agencies and state and
 local governments in their calculations of BRAC 95 costs and
 savings.

There are, however, a limited number of circumstances when DoD components should include the costs of BRAC 95 actions to other Federal Agencies in their cost calculations. Costs to other Federal Agencies should be included only when they are measurable, identifiable costs that DoD would incur as a **direct** result of BRAC-related actions. The key distinguishing features of costs to other federal agencies that should be included is (1) DoD is unambiguously responsible for paying such costs and (2) such costs would be incurred as a direct, rather than indirect, result of BRAC actions.

For example, if a BRAC-related action would result in early termination of a lease agreement with the General Services Administration, and the lease agreement contains a provision that requires DoD to pay a penalty for breaking the lease, then the amount of the penalty should be included in cost calculations. Similarly, DoD components should include unemployment insurance costs for which they are liable. Both of these are costs to DoD that result directly from BRAC actions. In contrast, DoD components need not consider cost impacts that BRAC actions could have on Federal programs such as Medicare because (1) such costs would not be borne by DoD and (2) they result only indirectly from BRAC actions, or (3) result from base reuse activities, which cannot be known during BRAC decision-making processes.

COBRA Analyses of Cross-Service/Agency Scenarios

The Military Departments and Defense Agencies will use the following procedure for developing COBRA runs for closure and realignment scenarios involving more than one Military Department or Defense Agency:

- o Military Departments or Defense Agencies having cognizance over a losing base in a cross-service scenario will identify the Departments or Agencies which have cognizance for the gaining bases in the scenario. The losing base Military Department will then task these Military Departments and Agencies to collect the necessary gaining base COBRA data.
- o Each losing base Department or Agency will then prepare a COBRA analysis. Savings associated with eliminated billets/positions, overhead and mission costs should be identified under the Losing Base in the scenario. In scenarios where more than one Department or Agency has a losing base, these separate COBRA runs can then be combined by using a new summarization function of the COBRA model, the Adder.

Interaction among the Departments and Agencies will be necessary to coordinate scenario-specific data elements such as equipment transfers, MILCON requirements, consolidation savings, etc.

DoD-wide Standard Factors for COBRA Analyses

As noted in Policy Memorandum One, some standard factors used in the Cost of Base Realignment Actions (COBRA) are sufficiently different to warrant DoD Component-specific cost factors. However, most of the standard factors used in COBRA algorithms reflect standard rates which should be applied consistently in all DoD closure/realignment scenarios. Attachment two contains the DoD-wide COBRA standard factors which should be used in all COBRA analyses.

Environmental Restoration Costs

Environmental Restoration costs at closing bases are not to be considered in cost of closure calculations. DoD has a legal obligation for environmental restoration regardless of whether a base is closed or realigned. Where closing or realigning installations have known, unique contamination problems requiring environmental restoration, these will be considered as a potential limitation on near-term community reuse of the installation.

Environmental Compliance Costs

Environmental compliance costs can be a factor in a base closure or realignment decision. Costs associated with bringing existing practices into compliance with environmental rules and regulations can potentially be avoided when the base closes. Environmental compliance costs may be incurred at receiving locations also, and therefore will be estimated.

Environmental Impacts

For environmental impact considerations, there is no need to undertake new environmental studies. DoD Components may use all available environmental information regardless of when, how or for what purpose it was collected. If a DoD Component should choose to undertake a new environmental study, the study must collect the same information from all bases in the DoD Component's base structure, unless the study is designed to fill gaps in information so that all bases can be treated equally. Attachment three provides a sample of the reporting format used to summarize the environmental consequences of closure or realignment of an installation.

Economic Impact Calculations

DoD Components shall measure the economic impact on communities of BRAC 95 alternatives and recommendations using (1) the total potential job change in the economic area and (2) the total potential job change as a percent of economic area employment. These measures highlight the potential impact on economic area and also take into account the size of the economic area. In accomplishing this task, Components will follow the detailed guidance at attachment four.

Base Realignment and Closure Definitions

In order to ensure consistent terminology, DoD Components will use the definitions at attachment five to describe their recommendations.

Reporting Formats

Attachments six and seven describe general reporting formats for: (1) the anticipated DoD report to the 1995 Commission, and (2) Military Department and Defense Agency justification for their March 1, 1995, closure and realignment recommendations.

Joshua Gotbaum

Attachments

Department of Defense

Final Selection Criteria

In selecting military installations for closure or realignment, the Department of Defense, giving priority consideration to military value (the first four criteria below), will consider:

Military Value

- 1. The current and future mission requirements and the impact on operational readiness of the Department of Defense's total force.
- 2. The availability and condition of land, facilities and associated airspace at both the existing and potential receiving locations.
- 3. The ability to accommodate contingency, mobilization, and future total force requirements at both the existing and potential receiving locations.
- 4. The cost and manpower implications.

Return on Investment

5. The extent and timing of potential costs and savings, including the number of years, beginning with the date of completion of the closure or realignment, for the savings to exceed the costs.

Impacts

- 6. The economic impact on communities.
- 7. The ability of both the existing and potential receiving communities' infrastructure to support forces, missions and personnel.
- 8. The environmental impact.

COBRA Standard Cost Factor Table

The attached table is a listing of standard cost factors for use in COBRA analyses. These factors, defined below, are categorized as Joint Factors, Joint Methods and Unique Factors, further identified as applicable to gaining or losing bases. Those factors not identified as a gaining or losing factor should be applied consistently in all closure and realignment scenarios.

<u>Joint Factors</u>: Joint Factors are a reflection of standard DoD-wide rates which should be applied consistently in all DoD closure and realignment scenarios. The value for each joint factor is provided in the table.

<u>Joint Methods</u>: These are cost factors that are arrived at in a similar manner by all DoD Components, but the actual value may differ by Component.

<u>Unique Factors</u>: Unique Factors are the result of differing policies and methodologies between the Components.

<u>Gaining</u>: Factors applicable to a gaining (receiving) base in a closure or realignment scenario.

<u>Losing</u>: Factors applicable to a losing base in a closure or realignment scenario.

	STANDARD FACTOR	TYPE FACTOR	VALUE	LOSING/ GAINING BASE
1	Officers Married	JOINT METHOD		LOSING
2	Enlisted Married	JOINT METHOD		LOSING
3	Enlisted Housing Milcon	JOINT METHOD		GAINING
4	Officer Salary	JOINT METHOD		LOSING
5	Officer BAQ w/Dependents	JOINT METHOD		LOSING
6	Enlisted Salary	JOINT METHOD		LOSING
7	Enlisted BAQ w/Dependents	JOINT METHOD		LOSING
8	Average Unemployment Costs	JOINT FACTOR	\$174	
9	Unemployment Eligible	JOINT FACTOR	18	
10	Civilian Salary	JOINT METHOD		LOSING
11	Civilian Turnover	JOINT FACTOR	15%	
12	Civilian Early Retirement	JOINT FACTOR	10%	
13	Civilians Reg Retirement	JOINT FACTOR	5%	
14	Civilian RIF Pay Factor	JOINT FACTOR	39%	
15	Civilian Retirement Pay Factor	JOINT FACTOR	9%	
16	Priority Placement	JOINT FACTOR	60%	
17	PPS Involving PCS	JOINT FACTOR	50%	
18	Civilian PCS Cost	JOINT FACTOR	\$28,800	
19	New Hire Cost	UNIQUE		GAINING
20	National Median Home Price	JOINT FACTOR	\$114.6k	
21	Home Sale Reimburse Rate	JOINT FACTOR	10%	
22	Max Home Sale Reimbursement	JOINT FACTOR	\$22,385	
23	Home Purchase Reimburse Rate	JOINT FACTOR	5%	
24	Max Home Purc Reimburse Rate	JOINT FACTOR	11,191	
25	Civilian Homeowning Rate	JOINT FACTOR	64%	
26	HAP Home Value Rate	JOINT FACTOR	22.9%	
27	HAP Homeowner Rec Rate	JOINT FACTOR	5%	
28	RSE Home Value Reimbures	UNIQUE		LOSING
29	RSE Homeowner Rec Rate	UNIQUE		LOSING
30	RPMA Buildings Index	JOINT FACTOR	. 93	
31	BOS Index (Population)	JOINT FACTOR	.54	
32	Program Management	JOINT FACTOR	10%	
33	Caretaker Admin Space	JOINT FACTOR	162SF	
34	Mothball Cost	JOINT FACTOR	\$1.25/SF	
35	Avg Bach Otrs Size	UNIQUE		GAINING

	STANDARD FACTOR	TYPE FACTOR	VALUE	LOSING/ GAINING BASE
36	Avg Fam Qtrs Size	UNIQUE		GAINING
37	REHAB VS NEW	UNIQUE		GAINING
38	Info Management Account	UNIQUE		GAINING
39	Design Percent	UNIQUE		GAINING
40	SIOH	UNIQUE		GAINING
41	Cntingency	UNIQUE		GAINING
42	Site Prep	UNIQUE		GAINING
43	Discount Rate	JOINT FACTOR	2.75%	
44	Inflation Rate	JOINT FACTOR	0%	
45	APPDET Report Rates	JOINT FACOTRS	2.9,3.0	
46	Material Per Assigned Person	JOINT FACTOR	710LBS	
47	Officer HHG Weight	JOINT FACTOR	14,500	
48	Enlisted HHG Weight	JOINT FACTOR	9,000	
49	Military HHG Weight	JOINT FACTOR	6,400	
50	Civilian HHG Weight	JOINT FACTOR	18,000	
51	HHG Packing Cost	JOINT FACTOR	35\$/CWT	
52	Equipment Packing and Crating	JOINT FACTOR	284\$/TON	
53	Military Lt Vehicle Cost	UNIQUE		LOSING
54	Heavy/Special Vehicle Cost	UNIQUE		LOSING
55	POV Reimbursement Cost	JOINT FACTOR	.18\$/MILE	
56	Air Transport Cost	JOINT FACTOR	.20\$/MILE	
57	Miscellaneous Expenses	JOINT FACTOR	\$700	
58	Average Military Tour Length	UNIQUE		LOSING
59	Routine PCS Costs	UNIQUE		LOSING
60	One-time PCS Costs- Off	UNIQUE		LOSING
61	One-time PCS Costs- Enl	UNIQUE		LOSING
	CONSTRUCTION FACTORS:	UNIQUE		GAINING

	STATIC FACTOR	TYPE FACTOR	VALUE	Charles .
1	Civilians Not Willing to Move	JOINT FACTOR	6%	
2	Frieght Cost Per Ton-Mile	JOINT FACTOR	\$.07	

Environmental Impact Considerations

SUMMARY OF ENVIRONMENTAL CONSEQUENCES RESULTING FROM CLOSURE/REALIGNMENT ACTION AT:

Installation Name	Location

(Provide a <u>summary</u> statement and status for the following environmental attributes at each installation affected by the closure/realignment action, including receiving installations. These key environmental attributes are not meant to be all inclusive. Others may be added as appropriate.)

- o Threatened/Endangered Species
- o Sensitive Habitats and Wetlands
- o Cultural/Historic Resources
- o Land and Air Space Use
- o Pollution Control (Air Emissions, Compliance Issues)
- o Hazardous Materials/Waste (Clean-up Implications/Asbestos, LBPs, PCBs, USTs, Radon)
- o Programmed Environmental Costs/Cost Avoidances

GUIDANCE FOR APPLYING THE ECONOMIC IMPACT CRITERION IN THE 1995 BASE REALIGNMENT AND CLOSURE (BRAC 95) PROCESS

PURPOSE

The purpose of this attachment is to provide guidance for applying the economic impact criterion in decision making processes for the Department of Defense's 1995 recommendations to the Defense Base Closure and Realignment Commission. The goal of this guidance is to apply the economic impact criterion in a reasonable, fair, consistent, and auditable manner that complies with statutory and regulatory requirements. This guidance supersedes the guidance issued on April 4, 1994, by the Chairman of the Joint Cross-Service Group on Economic Impact.

BACKGROUND

The Defense Base Closure and Realignment Act (PL 101-510, as amended) states that the recommendations of the Secretary of Defense for closure or realignment of installations must be based on a force-structure plan and final selection criteria. "The economic impact on communities" is the sixth final selection criterion.

The Joint Cross-Service Group on Economic Impact, which was established by the Deputy Secretary of Defense (January 7, 1994, memorandum on 1995 Base Realignments and Closures (BRAC 95)), was tasked to provide guidance to DoD Components on how to calculate economic impact. The Deputy Secretary of Defense directed the Joint Cross-Service Group on Economic Impact:

"to establish the guidelines for measuring economic impact and, if practicable, cumulative economic impact; to analyze DoD Component recommendations under those guidelines; and to develop a process for analyzing alternative closures or realignments necessitated by cumulative economic impact considerations, if necessary."

APPLICATION OF THE ECONOMIC IMPACT CRITERION

In developing recommendations for BRAC 95 closures and realignments, DoD Components shall consider the economic impact, to include the cumulative economic impact, on communities. The final selection criteria, however, state that priority consideration will be given to military value--the first four final selection criteria.

MEASURES OF BRAC 95 ECONOMIC IMPACT

DoD Components shall measure the economic impact on communities of BRAC 95 alternatives and recommendations using (1) the total potential job change in the economic area and (2) total potential job change as a percent of total--military and civilian--jobs in the economic area. These measures highlight the potential economic impact on economic areas and also take into account the size of each economic area.

Definition of Economic Area

The Joint Cross-Service Group on Economic Impact shall review and approve DoD Component assignments of each military installation to a particular economic area. For installations located in metropolitan statistical areas (MSAs), as defined by the Office of Management and Budget, the economic area is generally the MSA. For installations located in nonmetropolitan areas, the economic area is generally the county in which the installation is located. In some cases, the economic area is defined as a multi-county, non-MSA area. The criteria listed at Annex A to this attachment shall be used to guide the assignment of installations to economic areas. These definitions of economic area take into account the area where most of the installation's employees live and most of the labor-market impacts and economic adjustment will occur. (This guidance uses the term "economic area." In earlier BRAC rounds, this concept was also referred to as "region of influence.")

DoD Components will have the opportunity to identify, based on certified data, changes in the assignment of installations to economic areas. Such changes will be reviewed and approved by the Joint Cross-Service Group on Economic Impact.

Calculation

For each economic area where a BRAC 95 closure or realignment is considered, DoD Components shall identify the total potential job change in the economic area and calculate the total potential job change percentage by dividing total potential job changes by total--military and civilian--jobs in the economic area.

Total potential job change shall be defined as the sum of direct and indirect potential job changes for each BRAC 95 closure or realignment alternative or recommendation.

Direct job changes shall be defined as the sum of the net addition or loss of jobs for each of the following categories of personnel:

• Military Personnel. Permanent authorizations for officer and enlisted personnel. Trainees shall be included on an annual average basis. For example, members of the Guard and Reserve who serve full time (i.e., AGRs, TARs, etc.) should be included. Members of the Guard and Reserve who serve part time (during weekends, during two-weeks a year for active duty training, etc.) should not be included.

- DoD civilian employees. Permanent authorizations for appropriated fund DoD civilian employees are to be included as direct jobs. Direct jobs do not include non-appropriated fund activities, which are treated under indirect jobs.
- On-Base Contractors. Contractors that work on the installation in direct support
 of the installation's key military missions. These estimates should reflect an annual
 estimate on a full-time equivalency basis.

As described in the section entitled "Responsibilities" below, the Military Departments and the Defense Agencies will be responsible for providing direct job changes. Only job changes directly associated with base closures and realignments are to be included as direct job changes. Direct job changes shall not reflect job changes that result from planned force structure changes.

Indirect job changes shall be defined as the net addition or loss of jobs in each affected economic area that could potentially occur as a result of direct job changes. As described in the section entitled "Responsibilities" below, the Office of the Deputy Assistant Secretary of Defense for Installations shall provide factors (multipliers) that, when multiplied by the direct job changes, will provide potential indirect job changes.

Authoritative sources shall be used to determine total--military and civilian--jobs in economic areas.

MEASURES OF CUMULATIVE ECONOMIC IMPACT

During BRAC 95, DoD components shall consider the cumulative economic impact on communities for recommended installation closures and realignments as part of the economic impact on communities criterion. Cumulative economic impact shall be considered only as part of the economic impact criterion, which is one of the eight selection criteria.

Cumulative economic impact on a community shall be defined in two different ways:

- First, the cumulative economic impact on an economic area of a DoD Component's BRAC 95 recommendations, plus the future economic impacts (i.e., economic impacts that have not yet been realized) of decisions of all DoD Components from DoD-wide BRAC 88, BRAC 91, and BRAC 93 rounds (hereafter "prior BRAC rounds"); and
- Second, the cumulative economic impact on economic areas when more than one DoD component recommends a BRAC 95 closure or realignment in that economic area, plus the future economic impacts of decisions from prior BRAC rounds.

These calculations will account for circumstances in which basing decisions in one BRAC round have been changed in a subsequent BRAC round.

The cumulative economic impact of actions that have already taken place as a result of prior BRAC rounds (i.e., have already affected economic area employment) will be considered under "Historic Economic Data" discussed below.

Cumulative Economic Impact: Prior BRAC Rounds

DoD Components shall include in their consideration of recommendations the cumulative future economic impact of prior BRAC rounds.

When BRAC 95 alternatives occur in the same economic areas that have BRAC-related actions from the prior BRAC rounds, DoD Components shall review their recommendations by taking into account the cumulative future economic impact of prior BRAC rounds. The cumulative economic impact of actions that have already occurred from prior BRAC rounds (i.e., have already affected economic area employment) will be considered in the "Historic Economic Data" section below.

DoD Components shall consider the cumulative economic impacts of prior BRAC rounds that have not yet taken place by ensuring that the measures for economic impact (total potential job change in the economic area and total potential job change as a percent of total--military and civilian--jobs in the economic area) include total potential job changes that have not yet taken place from prior BRAC rounds DoD-wide.

Cumulative economic impact will be considered within the overall context of the approved selection criteria. Such a review shall be conducted so that the cumulative economic impact of prior BRAC rounds will be considered only as part of the economic impact criterion, which shall in turn be considered as part of the eight selection criteria.

The fact that prior BRAC rounds affect an economic area shall not, by itself, cause a recommendation to be changed.

Cumulative Economic Impact: Multiple BRAC 95 Recommendations

The Joint Cross-Service Group on Economic Impact will review the BRAC 95 recommendations submitted by the Secretaries of the Military Departments and the Directors of the Defense Agencies to the Secretary of Defense. During this review, the Joint Cross-Service Group shall identify economic areas with multiple proposed BRAC 95 actions.

The Joint Cross-Service Group on Economic Impact shall direct the appropriate DoD Components to review their recommendations submitted to the Secretary of Defense when there are multiple BRAC 95 recommendations in the same economic area that were not considered in the development of their recommendations.

DoD Components will then reassess their BRAC 95 recommendations by taking into account the cumulative economic impact of these multiple BRAC 95 recommendations and by ensuring that the measures for economic impact for the economic area (the total potential job change in the economic area and the total potential job change as a percent of total--military and civilian--jobs in the economic area) include the cumulative economic impact of multiple BRAC 95 recommendations, as well as the cumulative future economic impact of prior BRAC rounds.

Such a review shall be conducted so that the cumulative economic impact of multiple BRAC 95 recommendations will be considered as part of the economic impact criterion, which shall in turn be considered as part of the eight selection criteria. DoD Components will complete such reviews expeditiously in order to facilitate compliance with statutory deadlines for BRAC actions.

DoD Components may consider alternative closures and realignments, or mitigating actions, during this review. After the review is complete, DoD Components will report back to the Joint Cross-Service Group on Economic Impact, with a recommendation as to whether or not to change their initial recommendations.

The existence of multiple BRAC 95 recommendations in an economic area shall not, by itself, cause a recommendation to be changed.

HISTORIC ECONOMIC DATA

DoD Components shall consider the measures described above, viewed in the context of historic economic data, in applying the economic impact criterion. Historic data will, among other things, allow for consideration of the cumulative economic impacts that have already occurred (i.e., have already affected economic area employment) as a result of prior BRAC actions. Because communities' economies are so complex, it is difficult to separate the effects of prior BRAC actions from the effects of other economic factors. To address this analytical difficulty, DoD Components shall use historic data to consider the general conditions of communities' economies. Considering the general conditions of communities' economies will take into account the cumulative economic impacts that have already occurred due to prior BRAC actions, as well as the economic impact of other factors unrelated to BRAC actions.

Historic economic data shall be defined to include the following:

- Economic area civilian employment (1984 to 1993)
- Annualized change in economic area civilian employment, absolute and percent (1984 to 1993).
- Economic area per capita personal income (1984 to 1992)
- Annualized change in economic area per capita personal income, absolute and percent (1984 to 1992), and
- Economic area unemployment rates (1984 to 1993).

The Office of the Deputy Assistant Secretary of Defense for Installations will provide historic data, from authoritative sources, to the Military Departments and Defense Agencies.

USING MEASURES AND HISTORIC ECONOMIC DATA

This guidance does not establish threshold values for measures and historic economic data. Rather, DoD components will use the measures and historic economic data for relative comparisons of the economic impacts and cumulative economic impacts of recommendations.

RESPONSIBILITIES

Joint Cross-Service Group on Economic Impact

The Joint Cross-Service Group on Economic Impact shall analyze DoD Component recommendations and preliminary candidates to ensure that they are developed in accordance with this guidance, and shall monitor implementation of this and any additional guidance on economic impact that may be issued. The Joint Cross-Service Group on Economic Impact shall also carry out other analyses requested by the BRAC 95 Review Group or Steering Group.

The Joint Cross-Service Group will work closely with DoD Components to resolve issues. Issues that the Joint Cross-Service Group and DoD components cannot resolve will be referred to the BRAC 95 Steering Group.

Office of the DASD (Installations)

The office of the DASD (Installations) shall provide to the Military Departments and Defense Agencies a BRAC 95 Economic Impact Database tool that will contain the following:

- A listing of DoD installations
- The economic area to which each installation has been assigned
- Factors (multipliers) to estimate potential indirect job changes
- Historic economic data to include:
 - Economic area civilian employment (1984 to 1993)
 - Annualized change in economic area civilian employment, absolute and percent (1984 to 1993)
 - Economic area per capita personal income (1984 to 1992)
 - Annualized change in economic area per capita personal income, absolute and percent (1984 to 1992), and
 - Economic area unemployment rates (1984 to 1993)

 The capability to calculate the measures for economic impact and cumulative economic impact described in this guidance based on the information provided by the Military Departments and Defense Agencies

Military Departments and the Defense Agencies

The Military Departments and the Defense Agencies shall provide and enter into the DoD BRAC 95 Economic Impact Database:

- Current Base Personnel: As discussed above on page 3, this data will reflect projected billets and positions as of the start of FY 1996 for Officers, Enlisted, Military Students, Civilians, and Contractors, net of planned force structure changes.
- Job Changes (Out): the number of authorizations for DoD civilian, military (in training status), military (not in training status), and on-base contractor jobs to be relocated and/or disestablished under each alternative and recommendation, by installation, as a result of BRAC actions, both for DoD Component proposed BRAC 95 actions and for actions yet to be realized (i.e., future) from prior BRAC rounds, by fiscal year, from 1994 through 2001;
- Job Changes (In): the number of authorizations for civilian, military (in training status), military (not in training status) and on-base contractor jobs being gained under each alternative and recommendation, by installation, as a result of BRAC actions, both for all proposed BRAC 95 actions and for actions yet to be realized (i.e., future) from prior BRAC rounds, by fiscal year, from 1994 through 2001.

Because of the difficulty of obtaining accurate estimates, contractor job outs and ins may be aggregated into a single year.

DoD Components will provide the projected job changes from prior BRAC rounds and current personnel data to the Office of the Deputy Assistant Secretary of Defense for Installations. In identifying projected job changes associated with prior BRAC actions, the DoD Components shall use plans that are consistent with the President's Fiscal Year 1995 Budget.

The Military Departments and the Defense Agencies shall collect information as necessary for the computer-based tool. Such data shall be collected and handled in accordance with the Internal Control Plan of the Joint Cross-Service Group on Economic Impact and the respective Internal Control Plans of each Military Department and the Defense Agencies.

Shortly after submitting recommendations and preliminary candidates to the Secretary of Defense, the Military Departments and Defense Agencies shall provide to the Joint Cross-Service Group on Economic Impact computer files from the Economic Impact Database for their BRAC 95 recommendations and preliminary candidates.

DETERMINATION OF ECONOMIC AREAS

In response to changes by the Office of Management and Budget (OMB) in metropolitan area definitions related to the 1990 Census, and a review of earlier BRAC economic area definitions, the Joint Cross-Service Group on Economic Impact has established the following rules to guide the assignment of installations to economic areas for BRAC 95:

- 1. The economic area should include residences of the majority of the military and civilian employees at the activity.
- 2. An economic area is generally defined as a metropolitan statistical area (MSA) or a non-MSA county(s) unless there is evidence to support some other definition.
- 3. In those cases where OMB's 1993 redefinition of an MSA added counties which increased the MSA population by 10 percent or more, then continue to use the old MSA definition unless certified residency data shows that the new MSA definition is more appropriate.
- 4. An economic area should only be expanded to include an additional county if the resulting percentage increase in the number of employee residences included in the expanded economic area is greater than the resulting percentage increase in the total employment of the expanded economic area.
- 5. Installations in the same county should be in the same economic area.
- 6. If the economic area was previously defined (in prior BRAC rounds) as a non-MSA county(s), it should continue to be that county, even if that county has now been incorporated into an MSA.

Base Realignment and Closure Definitions

Close

All missions of the base will cease or be relocated. All personnel (military, civilian and contractor) will either be eliminated or relocated. The entire base will be excessed and the property disposed. Note: A caretaker workforce is possible to bridge between closure (missions ceasing or relocating) and property disposal which are separate actions under Public Law 101-510.

Close, Except

The vast majority of the missions will cease or be relocated. Over 95 percent of the military, civilian and contractor personnel will either be eliminated or relocated. All but a small portion of the base will be excessed and the property disposed. The small portion retained will often be facilities in an enclave for use by the reserve component. Generally, active component management of the base will cease. Outlying, unmanned ranges or training areas retained for reserve component use do not count against the "small portion retained". Again, closure (missions ceasing or relocating) and property disposal are separate actions under Public Law 101-510.

Realion

Some missions of the base will cease or be relocated, but others will remain. The active component will still be host of the remaining portion of the base. Only a portion of the base will be excessed and the property disposed, with realignment (missions ceasing or relocating) and property disposal being separate actions under Public Law 101-510. In cases where the base is both gaining and losing missions, the base is being <u>realigned</u> if it will experience a net reduction of DoD civilian personnel. In such situations, it is possible that no property will be excessed.

Relocate

The term used to describe the movement of missions, units or activities from a closing or realigning base to another base. Units do not realign from a closing or a realigning base to another base, they relocate.

Receiving Base

A base which receives missions, units or activities relocating from a closing or realigning base. In cases where the base is both gaining and losing missions, the base is a <u>receiving base</u> if it will experience a net increase of DoD civilian personnel.

Mothball, Layaway

Terms used when retention of facilities and real estate at a closing or realigning base are necessary to meet the mobilization or contingency needs of Defense. Bases or portions of bases "mothballed" will not be excessed and disposed. It is possible they could be leased for interim economic uses.

Inactivate, Disestablish

Terms used to describe planned actions which directly affect missions, units or activities. Fighter wings are <u>inactivated</u>, bases are closed.

Department of Defense (DoD) Base Closure and Realignment Report to the Commission

DoD Base Closure and Realignment Report (DoD Vol. I)	OASD(ES)
Mobile of Company	•
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Chapter 1. Defense Base Closure and Realignment Process	OASD(ES)
Chapter 2. Force Structure Plan - Unclassified	Joint Staff
Chapter 3. Final Criteria	OASD(ES)
Chapter 4. DoD Base Closure and Realignment Selection Process	OASD (ES) &JCSGs
Chapter 5. Recommendations Chapter 6. Implementation	OASD(ES) OASD(ES)
Appendices	OASD(ES)
Index of Recommendations	OASD (ES)
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Appendices (Unclassified or Classified, as required)	

NAME OF RECOMMENDATION (e.g., Name of Activity/Facility/Installation, [State])

Recommendation: Describe what is to be closed and/or realigned; functions, activities, units, or organizations that will be eliminated or relocated; identify the receiving installations, if applicable; and describe functions, activities, units, or organizations that will remain on the installation, if applicable.

Justification: Explain the reasons for the recommendation: i.e., force structure reductions; mission transfer, consolidation, collocation, or elimination; excess capacity; cross-servicing; etc., as applicable.

Return on Investment: Include the total estimated one-time costs of implementing the recommendation, expected total one-time savings during the implementation period, expected annual recurring savings after implementation with return on investment years, and the net present value of costs and savings over a twenty year period. Express costs and savings in FY 1996 constant dollars.

Impact: Describe the impact the recommendation could have on the local community's economy in terms of total potential job change (direct and indirect) in absolute terms and as a percentage of employment in the economic area. Describe the impact the recommendation could have on the environment.

Appendix D

DoD Base Structure - Summary of Domestic and Overseas Reductions

TABLE 1A - MAJOR DOMESTIC CLOSURES

	Major U.S. <u>Bases</u>	BRAC 88	BRAC 91	BRAC 93	BRAC 95	Major Bases Remaining	Reduction in Facility <u>Capacity</u>
Army	109	-7	-4	-1	-12	85	22%
Navy/USMC	168	-4	-9	-20	-10	125	26%
Air Force	206	-5	-13	- 6	-9	173	16%
Defense Agencies	_12	0	0	1	2	9	25%
Totals	495	-16	-26	-28	-33	392	21%

TABLE 1B - MAJOR DOMESTIC REALIGNMENTS

	BRAC 88	BRAC 91	BRAC 93	BRAC 95	Bases Affected
Army	10	5	5	12	32
Navy/USMC	1	12	5	4	22
Air Force	0	2	3	10	15
Defense Agencies	0	0	0	0	_0
Total	11	19	13	26	69

TABLE 1C - SUMMARY OF DOMESTIC PLANT REPLACEMENT VALUE (PRV)
REDUCTIONS
(FY 95 \$BILLIONS)

					PRV	
	FY91	BRAC 88/91	BRAC 93	BRAC 95	Remaining	Reduction
Army	160.5	-15.7	-3.9	-15.6	125.3	22%
Navy/USMC	180.4	-11.3	-18.8	-10.3	140.0	22%
Air Force	169.6	<u>-20.3</u>	<u>-8.0</u>	<u>-5.3</u>	136.0	20%
Totals	510.5 ¹	-47.3	-30.7	-31.2	401.3	21%

Note: Plant replacement value is what it would cost to replace all the buildings, pavements, and utilities at a base. DoD measures progress in terms of plant replacement value because it is a better measure of the magnitude of reductions in infrastructure than simply counting large bases and small bases equally.

¹Since DoD Agencies do not hold real estate, the plant reductions realized by the Defense Logistics Agency, Defense Investigative Service, and others are included in the totals of the Military Departments.

TABLE 2A - BASE STRUCTURE - SUMMARY OF ACTIONS TO END OR REDUCE
OPERATIONS OVERSEAS
(Number of Sites)

	FY 91	Announced to Date	Remaining	Site <u>Reduction</u>
Europe				
Army	847	617	230	73%
Navy/USMC	85	29	56	34%
Air Force	470	233	237	50%
Pacific/East Asia				
Army	112	29	83	26%
Navy/USMC	26	11	15	42%
Air Force	79	9	70	11%
Western Hemisphere Misc. Locations	/			
Army	15	13	2	87%
Navy/USMC	10	8	2	80%
Air Force	25	_2	_23	8%
Totals	1,669	951	718	57%

TABLE 2B - BASE STRUCTURE - SUMMARY OF OVERSEAS REDUCTIONS BY PLANT REPLACEMENT VALUE (PRV)

(FY 95 \$BILLIONS)

			Planned		
	FY 91	Announced to Date	Thru <u>FY 99</u>	Total Reduction	PRV Reduction
Army	57.0	28.6	2.0	30.6	54%
Navy/USMC	27.9	10.2	0.0	10.2	37%
Air Force	<u>63.6</u>	22.4	0.0	<u>22.4</u>	35%
Totals	148.5	61.2	2.0	63.2	43%

Appendix E

History of Base Closures

Background

In the early 1960s, President Kennedy directed Secretary of Defense McNamara to develop and implement an extensive base realignment and closure program to reduce the Department's base structure developed during World War II and the Korean conflict. Hundreds of bases were closed and realigned during this period. More than 60 major bases were closed, making it the largest base closure in U.S. history. Criteria governing selection of bases for closure were established primarily within the Office of the Secretary of Defense, with minimal consultation with the Military Departments or Congress.

Congress did not anticipate the broad extent of these actions. The cumulative political and economic impact was substantial and, with few exceptions, the closures were viewed negatively by Congress.

Legislative History of Section 2687

In 1965, Congress passed legislation setting up reporting requirements designed to involve itself in any DoD base closure program. The legislation was vetoed by President Johnson and the confrontation between the Executive and Legislative branches of government grew. Despite this situation, the DoD completed base realignments and closures routinely throughout the 1960s.

In the early 1970s, DoD found it increasingly difficult to realign or close installations because Congress regulated the base closure process and limited or denied base closure funding. In 1976, the Military Construction Authorization Bill contained a provision prohibiting any base closure or reduction of more than 250 civilian employees until DoD had notified Congress of the proposed actions, assessed the personnel and economic impacts, followed the analysis provisions of the National Environmental Policy Act (NEPA), and waited nine months. This bill was vetoed by President Ford and a Congressional veto override effort failed.

In 1977, however, President Carter approved legislation requiring DoD to notify Congress when a base is a candidate for reduction or closure; prepare reports on the strategic, environmental and local economic consequences of such actions; and wait 60 days for Congress' response. The legislation was codified as Section 2687, Title 10, U.S. Code (see Appendix B). Section 2687, coupled with the requirements of NEPA, effectively brought base closures to a halt, in part because the required studies took one to two years to complete.

The Next Decade

Throughout the next decade, after passage of Section 2687, all attempts to close major installations failed. Department proposals to initiate studies were thwarted by Congressional opposition, occasionally in specific prohibitions of funding authority to close or even study the closure of specific installations.

The President's Private Sector Survey on Cost Control (The Grace Commission) included in its 1983 report a finding that economies could be made in the base structure. It recommended that a non-partisan, independent commission be established to study the issue and submit a list of closures. Nothing came of these early efforts. Finally, at the end of the second Reagan term, the Administration recognized a window in which to address this political stalemate.

The 1988 Base Closure Commission

In 1988, Secretary of Defense Carlucci recognized the need to close excess bases and the political possibility of gaining Congressional support. By that time, even though the Cold War had no signs of ending, the defense budget had already been declining for three straight years from the 1985 peak, and it was predicted to decline further.

On May 3, 1988, Secretary Carlucci chartered the Defense Secretary's Commission on Base Realignment and Closure to recommend military bases within the United States for realignment and closure. Legislation that was subsequently enacted (Public Law 100-526) provided a statutory basis for this one-time approach and also provided relief from certain statutory impediments to the completion of base closures. These included a partial waiver of NEPA requirements; a delegation of property disposal authority to the DoD, and an expedited process of Congressional review of BRAC recommendations.

Enactment of this legislation constituted recognition between the Legislative and the Executive Branches that improvement in the military basing structure could be a means of realizing savings in the defense budget, while not impairing the ability of the armed forces to carry out their missions. It was also a compact which carefully balanced the prerogatives of the two branches of government.

The 1988 Commission's Recommendations

The 1988 Base Closure Commission issued its report in December of that year. It recommended closing 86 military installations and realigning 13 others. An additional 46

installations were designated for increases because units and activities were relocated as a result of the recommended closures and realignments. A recap of the major 1988 base closures and realignments is at Table 1 of this Appendix.

The 1988 Commission was required to base its recommendations on the force structure anticipated in 1988, which was essentially a stable, Cold War force. Even so, it recommended closing about three percent of the domestic base structure.

Implementing the 1988 Commission's Recommendations

Secretary Carlucci was required by Public Law 100-526 to accept or reject the 1988 Commission's recommendations in their entirety. In January of 1989, he accepted <u>all</u> of the recommendations. The law provided Congress with the same opportunity and by May of 1989, the Congressional review period expired without the enactment of a joint resolution of disapproval. The Commission's 1988 recommendations have the force of law.

DoD's planning, budgeting and implementation of the 1988 recommendations are on track. The closures and realignments were required to begin by January of 1990 and must be completed by October of 1995. As of February 1995, 14 of the 16 major installations have been closed or reduced to a caretaker status pending property disposal.

The January 1990 List of Candidates

By the end of 1989, as DoD was preparing to send its revised FY 1991 Budget to the Congress, the world political landscape began changing dramatically. The Berlin Wall had fallen, the Warsaw Pact was weakening, democracy was spreading throughout the region, and U.S.-Soviet relations were improving.

It became clear that DoD's force structure and budget would decline over the next several years, in response to reduced tensions and threats. While the long-term force structure requirements of the post-Cold War were not yet known, base closures and realignments became part of each Military Department's budget strategy for balancing their base structure with their declining force structure.

Since it would take one to two years to complete the required base closure and environmental impact studies under the old Section 2687 procedures, then-Secretary of Defense Cheney decided to get started. DoD could only have some studies completed in time to submit a final list of closures and realignments to Congress with DoD's FY 1992/1993 budget in January of 1991, if it announced a list of candidates for closure or realignment in January of 1990, and began the required one to two year study process.

Public Law 101-510

Most of the January 1990 studies were never completed. In November of 1990 Congress passed and the President signed Public Law 101-510 (see Appendix A). The law required DoD to begin its review of the base structure anew, without regard for the January 1990 list of candidates except when the study was below the numerical thresholds established by Public Law 101-510. Working from the 1988 BRAC experience and lessons learned, the new law authorized independent Presidential BRAC Commissions in 1991, 1993 and 1995 to review the Secretary of Defense's recommendations for base closures and realignments in those years. The law also established initial direction to follow as DoD began implementing closures and realignments.

The 1991 Base Closure Process

The first of the three Commissions to operate under the new law received Secretary of Defense Cheney's recommendations for base closures and realignments on April 12, 1991. Those recommendations were based on approved final selection criteria and a six year force structure plan as required by law. By April of 1991, the Warsaw Pact had disintegrated and DoD was planning on significant force reductions.

Consequently, the Secretary of Defense recommended a significant base structure drawdown involving 31 major base closures and 48 realignments. The 1991 Commission accepted approximately 90 percent of those recommendations and in its report to the President, recommended the closure of 26 major bases and the realignment of 48 others. These approved closures represent a reduction of about 5.4 percent of the domestic base structure. A recap of the major 1991 base closures and realignments is at Table 1 of this Appendix.

Implementing the 1991 Commission's Recommendations

The President accepted all of the Commission's recommendations on July 11, 1991, and forwarded the Commission's report with his approval to the Congress. The Congressional review period established by P.L. 101-510 expired without enactment of a joint resolution of disapproval. Recommendations of the 1991 Commission now have the force of law.

DoD's planning, budgeting and implementation of the 1991 recommendations are on track. The closures and realignments were required to begin by July of 1993 and must be completed by July of 1997. As of February 1995, 19 of the 26 major installations have been closed and two more are scheduled for closure by the end of FY 1995.

The 1993 Base Closure Process

The second of the three Commissions to operate under P.L. 101-510, as now amended, received Secretary of Defense Aspin's recommendations for base closures and realignments on March 12, 1993. Those recommendations were based on the approved final selection criteria and a six year force structure plan (President Bush's "base force").

Secretary of Defense Aspin recommended substantial base structure reductions, based on the planned force structure drawdown, involving 31 major base closures and 12 major realignments. The 1993 Commission accepted approximately 95 percent of those recommendations and in its report to the President of July 1993, recommended the closure of 28 major bases and the realignment of 13 others. These approved closures and realignments represent a further reduction of about 6.2 percent of the domestic base structure. A recap of the major 1993 base closures and realignments is at Table 1 of this Appendix.

Implementing the 1993 Commission's Recommendations

The President accepted all of the Commission's recommendations on July 2, 1993, and forwarded the Commission's report with his approval to the Congress. The Congressional review period established by P.L. 101-510 expired without enactment of a joint resolution of disapproval. Consequently, the recommendations of the 1993 Commission now have the force of law.

DoD's planning, budgeting and implementation of the 1993 recommendations are on track. The closures and realignments are required to begin by July of 1995 and must be completed by July of 1999. As the DoD learned how to close bases faster, it began to accelerate savings. As of February 1995, three of the 1993 major closures have occurred, and another five are scheduled for closure by the end of FY 1995.

The Need To Expedite Mission Drawdown - A Brief History of Base Closure Implementation

Because the 1988 BRAC round was driven by consolidation of a stable force, rather than a force drawdown, implementation was expensive and slow. Usually, extensive facilities needed to be constructed at consolidation sites before closures and realignments could actually occur. Closures took five to six years from the date of announcement. By 1991, the situation had changed and DoD was downsizing in earnest. Rather than consolidating a stable force, DoD simply eliminated forces when bases were closed.

This change was mirrored in the impacted communities as well. In the 1988 round, the actual closure date was so far in the future that communities were not convinced that the closure would actually occur. Communities rarely had a sense of urgency in planning reuse, and generally did not get organized for six months to a year after announcement. By 1991, it was clear that downsizing was in earnest and that DoD bases would be closed. Communities realized they had to act sooner and take the early initiative to start a reuse plan, especially in light of the recessionary economic climate of the early 1990's. On average, communities were forming reuse organizations within two months after the closures were announced, instead of six months to a year.

Likewise, in 1988, conversion of property was neither quick nor simple. Communities struggled to understand complex Federal and State laws and regulations that were never developed for land reuse transactions as massive as those resulting from base closures. In instances where property disposal was not part of the process, the pace of base closing has been dramatic. For example, DoD closed 32 percent of its foreign installations in just four years despite the intervening turbulence of the Iraq War.

After three rounds of domestic base realignment and closures, only about 15 percent of the base capacity has been selected for closure. While military missions are terminating more quickly, most of these bases have yet to be fully closed and turned over to other activities. Several factors such as the need to construct new facilities at receiving bases, the environmental condition of closing bases, and cumbersome property disposal procedures contribute to the delay in closing a base. While funding of the BRAC program has received sustained Congressional support, a \$500 million rescission of FY 1994 funds in early 1994 did slow the pace of some closures.

Despite these impediments, DoD is closing domestic bases faster than in the past. DoD has reduced closure time from nearly five years for the bases on the 1988 list to approximately two years for bases on the 1993 list. Much of this improvement is attributable to statutory streamlining which Congress has often initiated, and the procedural and policy improvements DoD has made to assist communities in achieving rapid economic reinvestment.

The 1995 Base Closure Process

The 1995 base closure process is described in detail in the body of this report.

Table 1 - MAJOR BASE CLOSURE AND REALIGNMENT RECAP

Baseline: Base Structure Report (495-U.S. includes 10 territories and possessions)

1988 Commission

16 Closures

Chanute AFB, IL Mather AFB, CA Pease AFB, NH George AFB, CA Norton AFB, CA Naval Station Brooklyn, NY Phila Naval Hosp, PA Naval Station Galveston, TX Naval Station Lake Charles, LA Presidio of San Francisco, CA Fort Sheridan, IL Jefferson Proving Ground, IN Lexington Army Depot, KY Army Material Tech Lab, MA Fort Douglas, UT

11 Realignments

Naval Station Puget Sound, WA Pueblo Army Depot, CO Umatilla Army Depot, OR Fort Dix, NJ Fort Bliss, TX Fort Meade, MD Fort Monmouth, NJ Fort Huachuca, AZ Fort Holabird, MD Fort Devens, MA Fort McPherson, GA

Cameron Station, VA

1991 Commission

26 Closures

Fort Ben Harrison, IN
Fort Devens, MA
Fort Ord, CA
Sacramento Army Depot, CA
Hunters Point Annex, CA
Tustin MCAS, CA
Chase Field NAS, TX
Moffett NAS, CA
Naval Station Long Beach, CA

Naval Station Philadelphia, PA
Philadelphia Naval Shipyard, PA
Naval Station Puget Sound, WA
NAV ELEC SYS ENGR CTR,
San Diego, CA
Bergstrom AFB, TX
Carswell AFB, TX
Eaker AFB, AR
England AFB, LA

Grissom AFB, IN
Loring AFB, ME
Lowry AFB, CO
Myrtle Beach AFB, SC
Richards-Gebaur ARS, MO
Rickenbacker AGB, OH
Williams AFB, AZ
Wurtsmith AFB, MI
Castle AFB, CA

19 Realignments

MacDill AFB, FL
Beale AFB, CA
AVSCOM/TROSCOM, MO
Fort Chaffee, AR
Fort Polk, LA
Letterkenny Army Depot, PA
Rock Island Arsenal, IL

NAVAIR Eng Ctr, Lakehurst, NJ
NAVAIR Devel Ctr, Warminster, PA
NAVAIR Propul Ctr, Trenton, NJ
NAV ORD STA, Indian Head, MD
NAV Avionics Ctr, Indianpolis, IN
NAV Coastal Sys Ctr, Panama City, FL
NAV ORD STA, Louisville, KY

NAV Surf Wpns Ctr, White Oak, MD NAV Undsea Warfre Eng Sta, Keyport, WA NAV Wpns Ctr, China Lake, CA NAV Wpns Sup Ctr, Crane, IN Pac Missile Tst Ctr, Point Mugu, CA

1993 Commission

28 Closures

Vint Hill Farms, VA
MCAS El Toro, CA
Naval Hospital Oakland, CA
Naval Air Station Cecil Field, FL
Naval Air Station Agana, Guam
NESEC, St. Inigoes, MD
Naval Station Charleston, SC
Homestead Air Force Base, FL
Plattsburgh Air Force Base, NY
Defence Baseanal Support Center

Naval Station Mobile, AL
Naval Air Station Alameda, CA
Naval Station Treasure Island, CA
Naval Aviation Depot Pensacola, FL
Naval Air Station Barbers Point, HI
Naval Station Staten Island, NY
Naval Air Station Dallas, TX
O'Hare IAP ARS, IL
Gentile Air Force Station, OH (DESC)

Mare Island Naval Shipyard, CA
Naval Aviation Depot Alameda, CA
Naval Training Center San Diego, CA
Naval Training Center Orlando, FL
Naval Air Station Glenview, IL
Charleston Naval Shipyard, SC
Naval Aviation Depot Norfolk, VA
K.I. Sawyer Air Force Base, MI
Newark Air Force Base, OH

Defense Personnel Support Center, PA

13 Realignments

Anniston Army Depot, AL Tooele Army Depot, UT NWS Seal Beach, CA Naval Air Station Memphis, TN Griffiss Air Force Base, NY Fort Monmouth, NJ
Fort Belvoir, VA
NSWC (Dahlgren) White Oak Det,
White Oak, Maryland
Hill Air Force Base ALC, UT

Letterkenny Army Depot, PA MCLB Barstow, CA NETC, Newport, RI March Air Force Base, CA

Table 2 - DoD RECOMMENDATIONS REJECTED BY PREVIOUS COMMISSIONS

1988 Commission

Because the 1988 Commission was the sole authority for recommending closure and realignments to the Secretary of Defense there were no recommendations made that were not accepted by the Secretary of Defense.

1991 Commission

Installation	Recommended Action	Commission Action	
Army Fort McClellan, AL Fort Dix, NJ Fort Chaffee, AR Army Corps of Engineers	Close Close Close None	Open Realign Realign Realign	

<u>Navy</u>

Naval Air Station Whidbey Island, WA Naval Training Center Orlando, FL

RDT&E & Fleet Support Activities

Close Close

Close 10/Realign 16

Open Open

Close 7/Realign 17

Air Force

Moody AFB, GA

Close

Open

1993 Commission

<u>Army</u>

Fort McClellan, AL Letterkenny Army Depot, PA Presidio of Monterey Annex, CA

Close Realign None

Open Open Realign

Changes to Previously Approved 88/91 Recommendations Affecting Army

Presidio of San Francisco, CA

Send 6th Army to

Keep 6th Army at Presidio of SF

Letterkenny Army Depot, PA

Send functions to

at Letterkenny

<u>Navy</u>

Naval Air Station Agana, Guam Naval Air Facility Martinsburg, WV Naval Air Facility Johnstown, PA Naval Hospital, Charleston, SC Naval Air Station Meridian, MS Naval Air Station South Weymouth, MA...

Naval Supply Center Charleston, SC Naval Supply Center Oakland, CA Naval Submarine Base New London, CA

Aviation Supply Office, PA Naval Air Technical Services Facility,

Naval Electronic Security Systems Engineering Center, Charleston, SC

Naval Electronic Systems

Engineering Center, Portsmouth, VA Naval Surface Warfare Center-Carderock,

Annapolis Detachment, Annapolis, MD Navy and Marine Corps Reserve Center,

Lawrence, MA

Philadelphia, PA

Naval Reserve Center, Chicopee, MA Naval Reserve Center, Quincy, MA

Ft Carson

Rock Island

Realign Keep Functions

None None None

Close Close Close Disestablish

Close Realign Close Close

Disestablish

Receive

Disestablish

None

None None

Close Close Close Open Open Open

Realign Open Open Open Open

Open

Close

Open

Close

Close Close Changes to Previously Approved BRAC 88/91 Recommendations

Marine Corps Air Station, Tustin, CA

None

Realign

Air Force

Plattsburgh AFB, NY Homestead AFB, FL

McGuire AFB, NJ

None Close Realign Close Realign Open

Changes to Previously Approved BRAC 88/91 Recommendations

Bergstrom AFB, TX

Redirect

Open

Defense Logistics Agency

Defense Industrial Supply Center, PA
Defense Reutilization & Marketing Service, MI

Relocate Disestablish Open Open

Appendix F

Areas of Commission Special Interest

Introduction

The 1993 Defense Base Closure and Realignment Commission expressed several concerns in the "Issues for Further Consideration" chapter of its report. The Commission shared its concerns about several issues on which they had gained valuable insights through review of the Defense Secretary's closure and realignment recommendations. DoD carefully examined the 1993 Commission's concerns and the following discussion provides the results of that review.

Interservicing

The 1993 Commission highlighted interservicing, depot capacity and private sector capability as areas within depot maintenance that deserved particular attention. The Commission suggested completion of an exhaustive review of depot maintenance for BRAC 95, and strongly supported a joint organization responsible for assigning workload to DoD's depots.

In 1993, the Secretary of Defense directed DoD to complete a comprehensive study of the depot maintenance management structure. The study, entitled "Integrated Management of Department of Defense Depot Maintenance Activities" considered several alternatives for managing depots. These alternatives included a Joint Depot Maintenance Command, a Defense Depot Maintenance Agency, an Executive Service and an empowered Defense Depot Maintenance Council (DDMC). Of its alternatives, the study recommended an empowered DDMC. The Deputy Secretary of Defense subsequently approved that recommendation.

In 1994, Congress directed the Secretary of Defense to establish a Joint Government/Industry task force to study depot maintenance. Based upon an in-depth study, the task force endorsed DDMC oversight for workloading and interservicing within maintenance depots as the preferred method for management of DoD depot maintenance.

DoD believes that a large central depot maintenance organization, separate and apart from the Services, and responsible for all of DoD's organic and contract depot maintenance is not the best way to provide timely support for the warfighters. The maintenance structure in each of the Services is designed to reinforce and back-up the intermediate and organizational levels of maintenance. The Services must have the authority and resources to maintain peak readiness of their weapon systems and flexibility to meet the rapidly changing conditions

inherent in war. Good maintenance is at the very heart of weapon systems' readiness. To effectively achieve this, it is necessary to leave the management of maintenance depots in the hands of the Services. DoD should only provide DoD policy making and oversight authority.

For BRAC 95, the Deputy Secretary of Defense established five functional Joint Cross-Service Groups to enhance opportunities for cross-servicing and multi-service use of the remaining infrastructure. One of these groups, the Joint Cross-Service Group for Depot Maintenance (JCSG-DM) was chaired by the Deputy Under Secretary of Defense (Logistics) and included senior logisticians from each of the Services, Defense Logistics Agency (DLA) and the Joint Staff. The group conducted an in-depth analysis on a commodity/site basis, DoD-wide. As a result, the group was able to provide alternatives for closure, realignment and consolidation to the Military Departments for further analysis and use in the development of their recommendations. The DDMC will analyze the remaining interservicing candidates to determine the feasibility of implementing them after the BRAC 95 process ends.

Depot Capacity

The Commission recognized that excess DoD depot capacity would remain even after BRAC 93 reductions. It, therefore, recommended a moratorium on further depot construction until after the Secretary's Bottom-Up Review had determined capacity requirements.

DoD requires that each budget request for a depot maintenance construction project be fully considered for interservicing alternatives by the Joint Military Construction Review Board. This review prevents duplication of facilities within DoD Components. Since 1993, most of the military construction in the DoD maintenance depots has been environmental or necessary to implement BRAC 93 requirements.

Therefore, a moratorium would only have prevented necessary construction for environmental projects or projects to implement BRAC 93 recommendations. Our military construction in this area has not exacerbated the Department's over capacity in the depot maintenance area.

Private Sector Capability

The Commission also felt that the BRAC 93 recommendations did not address private sector capability.

In the memorandum issued by the Deputy Under Secretary of Defense (Logistics) on November 15, 1993, DoD established a definitive policy for maintaining only its "core" capabilities. For BRAC 95 analysis purposes, the Joint Cross-Service Group for Depot Maintenance directed the Military Departments to "size to core." Only core capabilities

should be maintained within the organic Defense depots to meet the readiness and sustainability requirements of weapon systems that support contingency scenarios directed by the Joint Chiefs of Staff and to minimize operational risks and guarantee required readiness. Core depot maintenance capabilities will comprise only the minimum facilities, equipment and skilled personnel necessary to ensure a ready and controlled source of required technical competence.

The remaining "above core" depot maintenance workloads will then be available for performance in the private sector. Within this policy, not all mission essential weapon systems, equipment or components would be maintained in DoD depots. When a Service Secretary determines that a sufficiently assured source of repair exists in the private sector to negate specific weapon system-related risk, that weapon system may be maintained by private industry. This policy also provided the methodology to size to core the Department's workload.

By downsizing DoD's in-house maintenance capability to the minimum necessary, operational requirements may be met in the most cost effective manner through a mix of public and private industrial support.

Implementation of the Commission's Recommendations

The Commission reported that despite DoD assistance, environmental study and cleanup requirements have resulted in a slowdown in the disposal process, causing delays in reuse. The Commission also endorsed recommendations received from affected communities and some reuse groups that would establish a "reuse czar" to oversee property disposal and establish a "community friendly" disposal process. The Commission also suggested that the Army and Navy replicate the Air Force's Base Conversion Agency to facilitate and expedite disposal.

The Department has thoroughly revamped the way it disposes of its base closure property and the way it works with communities to foster economic conversion and reuse. The entire process, with all its changes, is outlined in Chapter Six of this report.

Leases

The Commission found that DoD spends a significant amount of operation and maintenance funds on leased space. Since downsizing should create excess capacity to eliminate much of this dependence, the Commission suggested that a separate category for leased facilities be established for BRAC 95. The Commission also found that DoD appeared to be paying premium rates to GSA for space that could be leased commercially in like areas at lower rates.

While DoD did not preclude establishing a leased space category, it could not mandate establishing one. Instead, DoD gave the Services and Agencies the latitude to categorize their activities in any way they deem appropriate. Without exception, each Service and the DLA established categories based upon mission. This is the only way that total excess capacity could be evaluated. DoD has, however, strived to consolidate onto government-owned space wherever possible. Each of the Services and the DLA have initiatives to relocate and consolidate their activities from leased space. However, it is important to evaluate the full cost of government ownership, including maintenance and repair, in any comparison with leased space options.

Defense Finance and Accounting Service

DoD has been planning for several years to consolidate nearly 300 Defense Finance and Accounting Service (DFAS) offices. In 1993, DoD invited communities to submit proposals to become consolidated DFAS facility locations. The primary criterion used, in the nationwide site selection process called the Opportunity for Economic Growth (OEG), was the extent to which local communities were willing to subsidize the cost of DFAS facilities and operations, thereby resulting in savings to DoD.

Prior to the release of his 1993 BRAC Report, the Secretary of Defense rejected the DFAS site selection process because he was not convinced that it was sound public policy. The OEG was viewed as an auction for public service jobs that did not consider important criteria, such as the disruption of service that could result from transferring DFAS facilities. Many viewed the process as an unfair effort to place the cost burden of providing for a strong national defense on local communities rather than sharing the costs across the nation. This was fundamentally inconsistent with the President's community reinvestment initiatives.

While the 1993 Commission accepted this decision, it recommended the Secretary of Defense consider the significant investment of time and resources that the top 20 contenders made in submitting proposals to become DFAS center locations.

As a result of the 1993 Commission's recommendation, a new DFAS site selection process began. The new process was based on cost to the government, maintenance of customer service, use of defense assets made redundant by the end of the Cold War, and a good labor supply. The review process began with a full consideration of the 20 communities that were under consideration during the final phase of the previous process.

On May 3, 1994, DoD announced the results of the DFAS consolidation site selection process. Twenty-five locations, including several that were considered during the previous process, were selected.

Medical Treatment Facilities

The 1993 Commission's Report recommended the Department of Defense improve health care operations and cost effectiveness, ensure that accessible health care is available to remaining beneficiaries at closure and realignment sites, take an active role in identifying medical facility consolidations or closures, and continue pursuing formalized sharing agreements with the Veterans Administration (VA) and private sector hospitals. The Commission made five specific recommendations: (1) consolidate resources across Military Departments and specified geographic areas; (2) close military treatment facilities that are not cost-effective; (3) move assets across Military Departments and into other Service facilities to increase capabilities; (4) create health care programs that operate on a competitive basis, and (5) upgrade substandard facilities that are still required.

In response to dynamic changes in health care delivery, DoD developed a comprehensive managed care program called TRICARE. TRICARE is a regional managed care program that brings together the health care delivery systems of the military services, as well as the Civilian Health and Medical Program of the Uniformed Services (CHAMPUS). The program is designed to improve beneficiary access, assure affordable and high quality care, provide choice and contain overall DoD costs.

Twelve TRICARE regions are identified across the United States. Each is administered by a Lead Agent responsible for planning and coordinating the regional delivery of health care in that area. Individual medical commanders retain complete command and control of their health care programs, and with assistance from the Lead Agent, can refer patients to other DoD and designated specialty referral centers. Lead Agents also oversee regional contracts with civilian managed care companies.

The Department's actions to lessen any adverse medical impact at base realignment and closure sites include transition health care programs, managed care initiatives, retail pharmacy networks and meetings with beneficiaries. A retail pharmacy benefit is also included at each location where a provider network is developed. This program for CHAMPUS-eligible personnel will also be available to military Medicare-eligible beneficiaries residing within former BRAC catchment areas, when no other military medical pharmacy is present.

In addition, the Department has begun to test a mail-order pharmacy service in several states. As with the retail pharmacy benefit program, the mail-order pharmacy demonstration is also available to Medicare-eligible beneficiaries residing within former BRAC catchment areas, when no other military medical pharmacy is present.

DoD already shares thousands of services with the VA and has entered into numerous joint ventures. DoD is pursuing new opportunities with the VA while taking a sound management approach to furthering the VA/DoD Health Care Resources Sharing Program as the Military Health Services System (MHSS) moves into the TRICARE managed care arena. Individual sharing agreements are part of each of the comprehensive regional plans. Guidelines to military facility commanders will encourage the military services to evaluate the possibility and feasibility of using Federal capabilities, where and when it is mutually cost effective. Additionally, the Departments are in the process of signing a Memorandum of Understanding, implementing legislation that allows VA to establish a contractual health care provider relationship with DoD Managed Care contractors.

The Deputy Secretary's BRAC guidance memorandum of January 7, 1994, provided the authority for establishment of the Joint Cross-Service Group for Military Treatment Facilities (MTFs) and Graduate Medical Education (GME). The MTF and GME group developed criteria, data sources, and measurements consistent with the BRAC criteria. Through quantitative and qualitative analysis, DoD identified closure and consolidation alternatives for Service consideration. The alternatives would reduce excess capacity in the MHSS while ensuring required infrastructure for wartime missions. The Services evaluated the alternatives in consonance with their overall basing studies and analyses. The Assistant Secretary of Defense (Health Affairs) and the Services are also pursuing physical plant efficiencies through the DoD Planning, Programming, and Budgeting System process.

DoD has moved conscientiously toward bringing the Military Department's healthcare facilities into compliance with governing life and fire safety codes to ensure that appropriate, quality health care delivery is achieved in a safe and efficient setting. Revitalizing the physical plant resources supporting our health care delivery system is paramount in providing necessary, cost-effective, care to eligible beneficiaries while supporting the medical readiness mission.

Cumulative Economic Impact

The 1993 Commission made two key recommendations regarding cumulative economic impact. First, the Commission recommended that "the Secretary of Defense make clear that cumulative economic impact alone is an insufficient cause for removing a base with inadequate military value from consideration for closure or realignment. Economic impact should be given weight only when analyzing candidate bases with comparable, sufficient military value." Guidance issued by the Joint Cross-Service Group on Economic Impact specifically addressed this issue by directing DoD components to consider cumulative economic impact as part of the economic impact criterion and within the context of all eight final selection criteria. Second, the Commission recommended "clarifying and standardizing

geographic areas of measurement." The Joint Cross-Service Group on Economic Impact addressed this concern by establishing clearly defined rules for assigning installations to BRAC economic areas.

U.S. Army Corps of Engineers

Concerned that sufficient emphasis was not being placed on the Corps of Engineers reorganization, the Commission encouraged the Secretary of Defense to promptly approve a reorganization plan so that significant savings could be realized and unnecessary facilities closed.

In November 1993, President Clinton directed the Secretary of Defense to develop a new reorganization plan. The Secretary of the Army began this process with assistance from the Acting Assistant Secretary of the Army for Civil Works. To that end, the Secretary of the Army approved a new Civil Works Roles Matrix for the Corps of Engineers in October 1994. Several task forces are currently refining the details for implementing new roles for various office levels within the Corps of Engineers. At this time, planning is proceeding under the assumption that no division or district offices will close.

Classified Programs

The 1993 Commission was concerned that several bases recommended for closure in 1991 and 1993 conducted classified missions. While the Commission recognized that the merits of these programs were not issues for its cognizance, it felt that it was important to keep an audit trail of discussions conducted during the recommendation process and that the appropriate agencies and the Assistant Secretary of Defense for Command, Control, Communications and Intelligence (ASD(C3I)) participate in the process.

It was important to DoD's BRAC 95 process to assess classified missions. In particular, the Test and Evaluation Joint Cross-Service Group reviewed facilities in their area of consideration and the Services' processes also took these kinds of programs into account. Additionally, a representative of the ASD (C3I) participated in BRAC 95 Steering Group meetings and the ASD(C3I) personally provided his formal coordination of the Military Department and Defense Agency recommendations before the Secretary of Defense approved them.

Measures of Merit

The Commission suggested that, overall, DoD tended to measure results rather than capacity. Specifically, they stated that facility capacity would be a better representation of assessing overall excess capacity within the DoD Depot system. The Commission suggested

that DoD use facility cost of performance or a similar measure because that would be more reflective of merit or productivity. The Commission said there were several instances of data errors submitted to the Commission and that to preclude this, base commanders and field respondents providing raw data and information to higher headquarters should be allowed to review the overall input in its final format before it is sent to the Commission.

In regard to measures of merit in the depot area, capacity was the most significant factor in the Department's analysis. Moreover, the Commission's suggestion that DoD use the cost of performance was not feasible because, in the depot area in particular, the diversity of work performed precluded this kind of comparison between most facilities. Cost accounting practices of the Military Departments were too diverse to make meaningful comparisons at the commodity level without further leveling. Therefore, the JCSG-DM depended on Military Department COBRA analysis as a cost feasibility test for the JCSG-DM developed alternatives.

Finally, in regard to data errors, DoD's certification process coupled with Military Department, DoD Inspector General and General Accounting Office auditors provides the process with a system that far exceeds any others in regard to the number of people responsible for checking data accuracy. Adding additional requirements for data accuracy would not provide additional accuracy and would only serve to slow the process.

Community Preference Consideration

The Commission highlighted the importance of following the Base Closure Act's requirement to give special consideration to any community's request to close or realign a facility. The Commission cited the case of the Borough of Marcus Hook, Pennsylvania. The residents of Marcus Hook petitioned the Army in both BRAC 91 and BRAC 93 to close a reserve center located in their community, to no avail. The Commission urged the Department to negotiate in good faith to transfer the Marcus Hook reserve center activities to the Philadelphia Navy Yard.

DoD, in fact, does place a strong emphasis on community preference requests for closures or realignments. However, in this instance, relocating this reserve center would not be cost effective. The most recent study conducted by the Army at the request of Congress, surveyed potential sites to re-station Detachment 1, 949th Transportation Company (Float Craft), currently located in Marcus Hook. The study encompassed eleven sites within a 100-mile radius of Marcus Hook, including two sites at the Philadelphia Naval Shipyard. Once again, the Marcus Hook location was found to be the most cost effective.

Environmental Cleanup Cost

The Commission stated that new laws require accelerated cleanup at closing bases. They also stated that there is a potential requirement for a level of environmental restoration at closing bases exceeding that which would be necessary if the bases were to remain open. The Commission cited these factors in requesting the Secretary of Defense to consider incremental environmental restoration costs in his recommendations to the 1995 Commission.

In BRAC 95, DoD considered environmental restoration consistent with prior rounds. That is, since the Department is legally bound to restore this property, it is not a factor in deciding to select any installation for closure or realignment.

Unexploded Ordnance at Fort Monroe, Virginia

The Commission expressed concern that unexploded ordnance impeded the closure of Fort Monroe as well as other Army facilities. Since 1993, the Army has conducted a comprehensive investigation of the extent and level of threat due to unexploded ordnance at Fort Monroe. New technology has provided significantly greater accuracy in locating and identifying subsurface objects that were previously considered to be potential unexploded ordnance. Using this new technology, the Army thoroughly surveyed 283 acres of Fort Monroe to locate and identify all potential hazards. The survey included the excavation of a sample of potential unexploded ordnance sites identified for further detailed examination. The sample resulted in the Army finding 581 "anomalies" which could be potential unexploded ordnance. These were selected for excavation and further investigation; seven anomalies were confirmed as unexploded ordnance -- all were cannon balls and none were live unexploded ordnance. Extrapolating data, the probable number of unexploded ordnance on Fort Monroe is 1,309. The Army has determined that the likelihood of encountering unexploded ordnance is minimal; hence, there is a minimal risk to the public health and environment if identified sites are left undisturbed by intrusive excavation activities associated with construction or land development. Hence, the reuse of Fort Monroe would be limited, should it be recommended for closure, given the estimated cost to safely remove all hazards to a ten foot depth is approximately \$20 million.

Rightsizing DoD - Service Initiatives

The Commission noted that initiatives of the individual Services to independently close, realign or transfer facilities that do not break the threshold of the Defense Base Closure and Realignment Act were proceeding and successful. The Commission applauded these efforts and charged the Secretary of Defense to continue to encourage the Services in their ongoing efforts in this area. The Department agrees completely and will strive to maintain only that infrastructure necessary for our defense.

Appendix G

Impacts by State

		(FY 96 \$Millions)						ersonne!
Service/Agency			Closure	FY96-01 Net	Annual	Total	ı	nd (Losses)
Installation	State	Action	Cost	Cost (Savings)	Savings	Savings *	Mil	Clv
	labarna							
Army								
Ft McClellan		Close	259	122	45	316	(6,095)	(2,441)
Navy								
NRC Huntsville		Close	0	(3)	1	7	(11)	(8)
Personnel Increases	at Other Bases						229	3,380
Total Alabama Perso	nnel impact						(5,877)	931
	Naska							
Апту								
ft Greely		Realign	23	(43)	19	225	(438)	(286)
Navy				••			(400)	(200)
NAF Adak		Close	9	(108)	26	355	(540)	(138)
Personnel Increases	at Other Bases						205	56
olal Alaska Personn							(773)	(368)
							(//6/	(500)
	utzona							
Air Force			_		_			
Villiams AFB		Redirect	0	(18)	0	21	0	0
ersonnel Increases	at Other Bases						147	184
olal Artzona Personi	nel impact						147	184
A r	kansas							
мпу								
t Chaffee		Close	10	(39)	13	167	(40)	(207)
ersonnel Increases o	at Other Bases						0	0
otal Arkansas Persor	nnel impact						(40)	(207)
Ce	ilifomia							
ımy							•	
ranch US Disciplinan	Barracks	Close	0	0	0	0	0	0
ast Ft Baker		Close	8	1	2	15	(47)	(50)
Hunter-Liggett		Realign	6	(12)	5	64	(393)	(85)
io Vista Army Reserv	e Center	Close	0	(1)	0	2	0	0
erra Army Depot avvy		Realign	14	(55)	29	333	(53)	(539)
ICAS El Toro/Tustin		Redirect	90	(293)	7	347	0	0
AS Alameda		Redirect	Costs/Sc	vings included in N	AS Meridian	closure	0)O
aval Health Researc	th Ctr San Diego	Disestablish	6	2	1	11	(17)	(137)
AVPERS R&D Ctr Sor	n Diego	Disestablish	8	4	2	15	(17)	(202)
ISE West San Diego		Disestablish	2	(19)	4	60	0	(58)
RC Pomona		Close	0	(2)	0	5	(7)	(3)
RC Santa Anna (Irvir	10)	Close	0	(3)	1	8	(12)	(2)
RC Stockton		Close Close	0 75	(2) (726)	0 131	5 1,949 .	(7) (263)	0
SY Long Beach	Diago	Redirect	/5 0	(726)	0	1,949 .		(3,766)
ecruiting District San JPSHIP Long Beach		Disestablish	0	(1)	0	3	0 (11)	0 (8)
r Force			U	(1)	Ū	•	(17)	(0)
offett Federal Airpa	rt AGS	Close	15	(4)	5	50	(88)	(230)
orth Highlands Air G		Close	1	1	Ď	2	0	(230) C
nizuka AS		Realign	124	126	30	182	(673)	(1,202)
		-	1	0	0	1		, , ,

Œ	Y 96 \$Millions)					Net Po	ersonnel
Service/Agency		Closure	FY96-01 Net	Annual	Total	Gains ar	nd (Losses)
Installation State	Action	Cost	Cost (Savings)	Savings	Savings *	MII	Clv
Consequence ALC (MacCotton AFF)	Doction	Costs/Soc	ings included in AF	ALC Poolice	monte Caa San A	n 0	0
Sacramento ALC (McClettan AFB)	Realign	COSIS/3GV	ings ir kauded in Ar	ALC Kedingi	1110C 130C 3CI 1 A		U
Defense Logistics Agency Defense Contract Management District West	Redirect	10	(11)	4	51	0	0
perense contract Management Datic West	ROCAGCI		(,	7	0.	Ū	•
Personnel Increases at Other Bases						2,190	2,294
Total California Personnel Impact						602	(3,988)
-							
Colorado Army							
Fitzsimons Army Medical Center	Close	142	39	34	299	(1,291)	(1,612)
Air Force	0.000					(1,1-1,1)	(-,
Lowry AFB	Redirect	2	(11)	3	39	(78)	(11)
, · · · ·							
Personnel Increases at Other Bases						528	303
fotal Colorado Personnel Impact						(841)	(1,320)
Connecticut							
Army							
Stratford Army Engine Plant	Close	2	(24)	6	80	(2)	0
Navy							
NUWC Det New London	Disestablish	23	(14)	8	91	(5)	(622)
Democratic Company of Other Person						20	13
Personnel Increases at Other Bases						13	(609)
otal Connecticut Personnel Impact						13	(007)
District of Columbia							
lavy		-	413	•	•	•	0
Recruiting Command Wash, D.C.	Redirect Redirect	7	(1) 0	0	1	0 0	0
security Group Det Potomac	Keckeci	·	· ·	·	U	U	Ü
Personnel Increases at Other Bases						225	0
otal District of Columbia Personnel Impact						225	0
Florida							
Army							
lig Coppett Key	Close	0	0	0	0	0	0
lavy							
IADEP Pensacola	Redirect	2	(2)	0	4	0	0
NAS Cecil Field	Redirect	67	(335)	12	438	0	0
IAS Key West	Realign	0	(8)	2	26	(19)	(1)
RL Underwater Sound Det Orlando	Disestolblish	8	(4)	3	30	0	(109)
NTC Orlando/San Diego	Redirect	6	(25)	0	26	0	0
Vuclear Power Propulsion Tng Ctr, Orlando	Redirect	148	(20)	5	71	0	0
\triangle Force		•	445		41	420	~~
glin AFB	Realign	2	(6)	3	31 15		299
fornestead AFB (301 ARS)	Redirect	5 7	(2) (2)	2	5	(61) O	(153) 0
iomestead AFB (726 ACS) AacD# AFB	Redirect Redirect	•	(2) ovings included in M	_	_	0	0
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Personnel Increases at Other Bases						3,414	643
olal Florida Personnel Impact						3,754	679
Georgia							
Air Force						,	4== *
Namer-Robins ALC (Robins AFB)	Realign	Costs/Savings	Included in AF ALC Real	Ignments (See	San Antonio ALC)	(8)	(526)

	(FY 96 \$Millions)	~	P140 / 00 ** *			1	rsonnei
Service/Agency Installation State	Action	Closure Cost	FY96-01 Net Cost (Savings)	Annual Savings	Total Savings *	Gains ar	nd (Losses) Civ
TOTAL STATE	Acilon		Cosi (odvirigs)	Juvings	JOYINGS !	MILL	CIV
Defense Logistics Agency							
Defense Contract Management District South	Disestablish	4	(18)	6	76	(5)	(164
Personnel Increases at Other Bases			Ť.			804	77
otal Georgia Personnel impact						791	(613
Guam lavy							
1SC Guarn	Disestablish	18	(143)	31	437	(73)	(340
NAS Agana	Redirect	44	(214)	22	418	(1,272)	(340
Noval Activities Guarn	Realign	93	(66)	43	474	(737)	_
SRF Guarn	Close	8	(172)	38	529	(22)	(1,684 (641
Personnel Increases at Other Bases							4
otal Guam Personnel Impact						0 (2,104)	(2,665
Hawaii							
lavy							
IAS Barbers Point	Redirect	0	(18)	0	18	0	0
ersonnel Increases at Other Bases						995	773
olal Hawali Personnel Impact						995	773
Idaho							
ersonnel Increases at Other Bases						123	3
otal idaho Personnel Impact						123	3
Minois							
rmy	-		48.50	_			
ice Support Center, IL	Close	4	(35)	9	116	(25)	(200)
ovanna Army Depat Activity	Close	38	12	13	112	(57)	(393)
ersonnel Increases at Other Bases						10	5
vial Illinois Personnel Impact		•				(72)	(588
Indiana							
avy .							
AWC-AD Indianapolis	Close	180	27	68	640	(36)	(2,805)
rsonnel Increases at Other Bases						13	1,778
tal Indiana Personnel Impact						(23)	(1,027
Kansas							
avy ARC Olathe	Close	0	(4)	1	11	(10)	(4
			• •			• 1	•
ersonnel Increases at Other Bases						0	0
tal Kansas Personnel impact						(10)	(4

1982 1982	al Massachusells Personnel Impact						(828)	423
Machanical State Colora								
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Institution State Action Costs								
Institution State Action Costs Cost (Savings) Savings	ct Woryland Personnel Impact						(184)	(115,1)
RSMC Day Inching Own State Costs (20x) Cost (20x)		•					199	lOl'l
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Interplication State Action Cose Costs/Savings Cos		Close	ε	(56)	9	98	(1)	(201)
March Marc	WC Det Annapolis	Close						
State Stat		Close	c	(61)	01	111	(16)	(55)
Control Cont		Close	66	(68)	99	712		
		Reculpn	7					
Virus, Bio-Medical Research (rap, R.) Delihok Reduction 0 (4) 0 4 0								
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Marki gio premiatori Contenta del Contenta d	it Readiness Cmd 10 New Orleans	Close	ι	(9)	3	34		
Coasic Kentucity Personnel Impact Installation State Latin Cost Cost (Savings) Savings Savings (1,395) Kentucity Kentucity Kentucity Kentucity Cost Cost (Savings) Savings Control (15) Close Costs/Savings included in NAWC Indianapolis action (15) (1,449) (1,395) Mill Civ. Cost Cost (Savings) Savings Savings (1,395) Closure and (Losses)	laval Bio Dynamics Lab New Orleans	Close	Ĺ	(FL)	ε	42	(31)	(SE)
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Service/Agency Closure FY96-01 Net Annual Total Gains and (Losses)	Mayy Louisville Generalise of Other Bases	esol)	Costs/Sav	n NA included in NA	yonajanat	oolis action	(91)	(6 PP '1)
	Kentucky Wavy Wany Wantedises at Other Bases							

Total Michigan Personnel Impact

(290)

		(FY 96 \$Millions)					Net Pe	ersonnel
Service/Agency	1		Closure	FY96-01 Net	Annual	Total	Gains ar	nd (Losses)
Installation	State	Action	Cost	Cost (Savings)	Savings	Savings *	Mil	Civ
	Aississippi							
Navy								
NAS Meridian		Close	83	(159)	33	471	(1,643)	(947)
NTTC Meridian		Close	Costs/	Savings Included in	NAS Meridia	n action		, ,
Personnel Increase	s at Other Bases						115	237
Total Mississippi Per	rsonnel Impact						(1,519)	(710)
	Missouri							
Army								
Aviation-Troop Cor	mmand	Disestablish	146	(9)	46	453	(247)	(4,484)
Personnel Increase:	s at Other Bases						1,411	382
Total Missouri Perso	nnel Impact						1,164	(4,102)
	Montana .							
Army	vivi illa rji							
Ft Missoula		Close	0	(1)	0	2	0	0
Air Force						-		•
Mainstrom AFB		Realign	17	(5)	5	54	(719)	(60)
Personnel Increases	s at Other Bases						o	a
olal Montana Pers	onnel						(719)	(60)
	Nevada .							
Personnel Increases							87	85
iotal Nevada Perso	nnel impact						87	85
Ne	ow Jersey							
Virmy								
ayonne Military Oc	cean Terminal	Close	44	8	10	90	(100)	(1,267)
Comp Kilmer	•	Close	. 0	(1)	0	3	0	0
comp Pedricktown		Close	0	(2)	0	5	0	0
Caven Point Army R t Dix	Reserve Center	Close	Cost/	Savings included in 1 (112)	Ft Hamilton (38	action 478	(3)	0
kawy		Realign	17	(112)	30	4/0	(310)	(429)
IAWC Lakehurst		Close	97	5	37	359	(380)	(1,383)
ersonnel Increases	of Other Boses						35	1,213
olal New Jersey Pe							(758)	(1,866)
Ne	w Mexico							
Ir Force	· ·							
irfland AFB		Realign	278	159	62	465	(4,556)	(2,294)
ersonnel increases	at Other Bases						1,368	344
otal New Mexico P	ersonnel impact						(3,188)	(1,950)
N	ew York							
ппу								
ellmore Logistics Ac	ctivity	Close	0	(2)	0	5	0	0
Hamilton		Realign	2	(3)	7	74	3	(52)
		Close	4	0	2	17	(11)	(32)

	(FY S	26 \$Millions)					· ·	rsonnel
Service/Agency			Closure	FY96-01 Net	Annuai	Total		d (Losses)
Installation :	State	Action	Cost	Cost (Savings)	Savings	Savings *	Mil	Civ
Seneca Army Depot		Close	15	(34)	21	242	(9)	(316
Navy								
NRC Staten Island		Close	0	(4)	1	10	(12)	(2
Air Force								_
Griffiss AFB (485th EIG))	Redirect	1	(27)	3	54	0	0
Griffiss AFB (Airfield Su		Redirect	51	13	12	111	0	(150
REDCAP Activity, Buffo	olo e	Disestablish	2 53	(2) 15	1 12	11 98	(2) (10)	(1 (1, 057
Rome Laboratories		Close Close	2	(1)	1	8	(8)	(36
Rostyn AGS		Close	-	(.,	•	•	(4)	,
Personnel increases a	t Other Bases						8	231
Total New York Person							(41)	(1,415)
Modh	Corolina							
Nom Army	Carolina							
Recreation Center # 2	2 Fayetteville	Close	0	0	0	0	0	0
Personnel Increases a	t Other Roses						703	0
Total North Carolina P							703	0
North	Dakota							
Air Force				44.000		449	(1.50()	(110
Grand Forks AFB		Realign	12	(112)	35	447	(1,506)	(119
Personnel Increases a	t Other Bases						0	0
Total North Dakota Pe							(1,506)	(119
	Ohio							
Air Force		Class	23	6	4	35	0	0
Springfield-Beckley Ma Defense Logistics Age		Close	20	•	•	50	J	•
	mt Command International	Region	3	(9)	3	39	Đ	D
Defense Distribution D		Realign	8	(51)	12	161	(2)	(721
Personnel Increases a	t Other Bases						1,315	1,233
iolal Ohio Personnel I	mpact						1,313	512
Okid	ahoma							
Air Force							خم ر	***
Oldahoma City ALC (1	linker AFB)	Realign	Costs/Soving	is included in AF ALC Rec	alignments (See	San Antonio ALC)	127	(831
Personnel Increases a	t Other Britis						1,743	452
iotal Okiahoma Pena							1,870	(379
	sylvania							
Army It Indiantown Gap		Close	13	(67)	23	285	(136)	(385)
Kelly Support Center,	PA	Realign	36	22	5	28	0	(121
Letterkenny Army Der		Realign	50	(207)	78	952	(35)	(2,05
Navy					_			
NAESU Philadelphia		Close	3	(6)		30 23	(10)	(84 (22:
NATSF Philiadelphia	an Tank Parallel - And to	Close	6	(1) 0	2	23 0	(4) G	•
NAWC-AD Open Wal	er Test Facility Oreland	Close	_	-	_		_	4004
NAWC-AD Warminste	_	Close	8	(33)	. 8	105	(16)	(33)

rs.	796 \$Millions)					I Nat Pa	ersonnel
Service/Agency	70 9(18180187	Closure	FY96-01 Net	Annuai	Total	1	nd (Losses)
Installation State	Action	Cost	Cost (Savings)	Savings	Savings *	MII	Ctv
NSY Philadelphia-Norfolk Det	Redirect	0	(52)	9	135	0	0
Air Force							
Greater Pittsburgh IAP ARS	Close	22	(36)	13	161	0	(387)
Defense Logistics Agency							
Defense Distribution Depot Letterkenny	Disestablish	45	21	12	102	(4)	(374)
Defense Industrial Supply Center, PA	Disestablish	17	(59)	18	237	(16)	(369)
Personnel Increases at Other Bases						0	947
Total Pennsylvania Personnel Impact						(221)	(3,379)
Puerto Rico							
Army							
it Buchanan	Realign	74	50	10	45	(59)	(123)
Personnel increases at Other Bases						0	o
otal Puerto Rico Personnei Impact						(59)	(123)
						(67)	(120)
Rhode Island							
Personnel Increases at Other Bases						522	572
otal Rhode island Personnel Impact						522 522	572 572
						322	5/2
South Carolina							
lavy							
ISC Charleston	Close	2	(2)	1	11	(2)	(6)
IR Readiness Cmd 7 Charleston	Close	1	(14)	3	40	(30)	(16)
ersonnel Increases at Other Bases						4,601	53
otal South Carolina Personnel Impact						4,569	31
Tennessee							
efense Logistics Agency							
efense Distribution Depot Memphis	Close	86	(15)	. 24 ·	244	(11)	(1,289)
ersonnel Increases at Other Bases						233	293
otal Tennessee Personnel Impact						222	(996)
Texas							
my							
ed River Army Depot avy	Close	60	(313)	123	1,497	(14)	(2,887)
AS Corpus Christi	Realign	Costs/Sc	vings included in N	AS Meridian	closure	252	(394)
RF Laredo	Close	0	(1)	0	4	(6)	0
r Force							
F Electronic Warfare Simulator Activity, Ft. Worth	Disestorblish	6	3	1	6	(4)	(1)
ergstrom Air Reserve Base	Close	13	(93)	21	291	0	(585)
ooks AFB	Close	186	139	27	142	(1,820)	(1,939)
esse AFB	Close	37	(52)	22	257	(900)	(1,183)
in Antonio ALC (Kelly AFB)	Realign	183	(139)	89	991	364	(143)
ofense Logistics Agency							
efense Distribution Depot Red River	Disestablish	59	1	19	186	(1)	(820)
ersonnel Increases at Other Bases						1,754	1,346
fal Texas Personnel Impact						(375)	(6,606)

LF l	0	081	15	(Z9)	e	уесивди	toh Test and Training Range)	Hill AFB (including U
0	0	con Antonio ALC)	eec) sineming	included in AF ALC Recal	Costs/Sovings	Recilign	(a	Ogden ALC (Hill AF
4								Alt Force
(159)	(192)	20€	39	(19)	52	Recifign	puno	Dugway Proving G
								√mm
							YPIN	
CIA	IIM	. saulads	Savings	Cost (2avings)	Cost	Action	etots	Installation
(sessoj)	Gains and	lotof	Annuai	19N 10-9674	Closure			Service/Agency
leunot	neq teM					(suomiws 96		
		sô	uivos br	ation Costs at	oueuuoo	Jument Red	82 Closure and Realig	BRAC
		·						

0	(9)						Total Waconsin Personnel Impact
0	0						Personnel Increases at Other Bases
0	(9)	•	a	(1)	0	Close	Mavy Mavy NRC Sheboygan
ω	0						Total West Virginia Personnel impact
0	0						Personnel Increases at Other Bases
ω	G	. action	port Center	qeq iu Keliy Sup	Costs/Savings inclu	Close	West Virginia Army Valley Grove Area Maintenance Spt Activity, WV
0	00/						
32	087 087						sease antitO to sesses increases of Other Bases
(35)	0	30	3	(01)	2	Secilian	NUWC Keydon Maan
0	0	3	0	(1)	0	Close	Comp Bonneville
							можньяюм
(113)	7 '32 '						Total Virginia Personnel Impact
787	6 99 '¥						Personnel Increases at Other Bases
(633)	(10Z)	390	52	(150)	24	Redirect	notoniha gawaqz
0	0	0	0	0	0	Redirect	Office of Mayor Research Artington
0	0	20	2	0	9	Close	NISE Det Norfolk
(31)	(9)	98 98	6 E	(9) (89)	09l	Diseatabilish Diseatabilish	Naval Mgt Systems Spt Office Chesapeake NAVSEA Ciystal City
0	ő	2	0	0	0	Relocate	into Systems Mgt Chr Adingtion Naval Mat Systems Sot Office Chesmodie
		•	·	·	·	9400,00	MAN MAN MAN MAN MAN MAN MAN MAN MAN MAN
Q	0	8	t	3	9	Кеюсате	Information Systems Software Command
(245)	(6)	241	21	(13)	32	Close	Ft Pickett
(901)	(66)	18	7	(91)	5	увощой	Virginia Army Fi Lee (Kenner Hospital)
(688,1)	(£Z1)						
0	0						Personnel Increases at Other Bases Total Utah Personnel Impact
(901,1)	(8)	181	ız	38	111	Close	Defense Distribution Depot Ogden
LYl	0	081	21	(Z9)	e	уванди	hill AFB (including Utah Test and Training Range)
0	0	(C) Putouto PLC)	weuts (200 201		Costs/Sovings included	Recilign	Ogden ALC (Hill AFB)
(159)	(991)	20€	3 9	(19)	52	Кесіідп	Dugway Proving Ground Air Force
							ymnA
							HDIU

Department of Defense Recommended BRAC 95 Job Changes by State (Military includes average student load: civilian includes on-base contractor personnel)

State		n	ut		n	Net Gair	1//Lnee)
Installation	Action	Mil	Civ	Mii .	 Civ	Mil	Civ
ALABAMA ANNISTON ARMY DEPOT	RECEIVE	0	0	28	473	28	473
DEFENSE DISTRIBUTION DEPOT ANNISTON	RECEIVE	0	0	0	539	0	539
FORT MCCLELLAN	CLOSE	(6.095)	(2.441)	0	0	(6,095)	(2,441)
NRC HUNTSVILLE	CLOSE	(11)	(8)	Ö	Ö	(11)	(8)
REDSTONE ARSENAL	RECEIVE	O O	0	201	2,368	201	2,368
	Total	(6,106)	(2,449)	229	3,380	(5,877)	931
ALASKA							
FORT GREELY	REALIGN	(438)	(286)	0	0	(438)	(286)
FORT WAINWRIGHT	RECEIVE	0	0	205	56	205	56
NAF ADAK	CLOSE	(540)	(138)	0	0	(540)	(138)
	Total	(978)	(424)	205	56	(773)	(368)
ARIZONA	0505115		•	400			
FORT HUACHUCA	RECEIVE	0	0	108	166	108	166
YUMA PROVING GROUND	RECEIVE	0	0	39	18	39	18
	Total	U	U	147	184	147	184
ARKANSAS FORT CHAFFEE	CLOSE	(40)	(207)	0	0	(40)	/AAT
FOR CHAFFEE	Total	(40)	(207)	0	0	(40) (40)	(207) (207)
CALIFORNIA							
CBC PORT HUENEME	RECEIVE	0	0	0	2	0	2
DEFENSE CONTRACT MANAGEMENT DISTRICT WEST	RECEIVE	Ö	Ŏ	2	20	2	20
DEFENSE DISTRIBUTION DEPOT SAN JOAQUIN	RECEIVE	0	0	Ō	213	0	213
DEFENSE DISTRIBUTION REGION WEST	REDIRECT	0	0	2	289	2	289
EAST FT BAKER	CLOSE	(47)	(50)	0	0	(47)	(50)
EDWARDS AFB	RECEIVE	0	0	3	0	3	0
FISC SAN DIEGO	RECEIVE	0	0	0	18	0	18
FORT HUNTER LIGGETT	REALIGN	(393)	(85)	0	0	(393)	(85)
MCCLELLAN AFB	RECEIVE	0	0	134	245	134	245
MOFFETT FEDERAL AIRPORT AGS	CLOSE	(88)	(230)	0	0	(88)	(230)
NADEP NORTH ISLAND	RECEIVE	0	0	6	213	6	213
NAS NORTH ISLAND	RECEIVE	0	0 (107)	1,529	54	1,529	54
NAVAL HEALTH RESEARCH CENTER, SAN DIEGO NAVAL PERSONNEL R&D CENTER, SAN DIEGO	CLOSE DISESTABLISH	(17) (17)	(137) (203)	0	0 0	(17)	(137)
NAVAL STATION SAN DIEGO	RECEIVE	(17)	(203)	175	22	(17) 175	(203) 22
NAVAL WEAPONS STATION SEAL BEACH	RECEIVE	ő	0	51	126	51	126
NAVMEDCEN SAN DIEGO	RECEIVE	0	Ö	102	35	102	35
NAWC CHINA LAKE	RECEIVE	0	0	18	284	18	284
NCCOSC RDT&E SAN DIEGO	RECEIVE	0	0	154	666	154	666
NISE WEST SAN DIEGO	DISESTABLISH	0	(58)	0	0	0	(58)
NORTH HIGHLANDS AIR GUARD STATION	CLOSE	0	0	0	0	0	0
NRC POMONA	CLOSE	(7)	(3)	0	0	(7)	(3)
NRC SANTA ANA (IRVINE)	CLOSE	(12)	(2)	0	0	(12)	(2)
NRC STOCKTON	CLOSE	(7)	0	0	0	(7)	0
NSWC PORT HUENEME	RECEIVE	0	(0.700)	0	107	0	107
NSY LONG BEACH	CLOSE	(263) (673)	(3,766)	0	0	(263)	(3,766)
ONIZUKA AS SIERRA ARMY DEPOT	REALIGN REALIGN	(673) (53)	(1,202) (539)	0	0	(673)	(1,202) (539)
SUPSHIP LONG BEACH	DISESTABLISH	(11)	(8)	0	0	(53) (11)	(8)
TRAVIS AFB	RECEIVE	0	0	14	1	14	1
	Total	(1,588)	(6,283)	2,190	2,295	602	(3,988)
COLORADO						0	0
FALCON AFB	RECEIVE	0	0	287	234	287	234
FITZSIMONS ARMY MEDICAL CENTER	CLOSE	(1,291)	(1,612)	0	0	(1,291)	(1,612)
FORT CARSON	RECEIVE	0	0	231	0	231	0
LOWRY AFB	REDIRECT	(78)	(11)	0	0	(78)	(11)
PETERSON AFB	RECEIVE	0	0	10	69	10	69
	Total	(1,369)	(1,623)	528	303	(841)	(1,320)

Department of Defense Recommended BRAC 95 Job Changes by State (Military includes average student load: civilian includes on-base contractor personnel)

Out Net Gain/(Loss) State Mil Mil Civ Cív Mii Civ Instaliation Action CONNECTICUT (5) (622)0 0 (5) (622)DISESTABLISH NUWC DET NEW LONDON n n STRATFORD ARMY ENGINE PLANT CLOSE (2) n (2)n 0 20 13 20 13 RECEIVE 0 SUBASE NEW LONDON (622)20 13 (609) Total (7) 13 DISTRICT OF COLUMBIA 0 0 32 0 32 0 RECEIVE NAVAL RESEARCH LABORATORY 193 0 WALTER REED ARMY MEDICAL CENTER RECEIVE n 0 193 0 0 225 0 225 0 0 Total FLORIDA RECEIVE (27)(25)447 324 420 299 EGI IN AFR (153)0 (61) (153)(61) 0 REDIRECT HOMESTEAD AFB RECEIVE 0 0 687 57 687 57 MACDILL, AFB 40 40 ٥ 0 0 0 NADEP JACKSONVILLE RECEIVE RECEIVE 0 0 1,901 27 1,901 27 NAS JACKSONVILLE (1) (1) ٥ (19)٥ (19) NAS KEY WEST REALIGN 0 94 399 94 RECEIVE 0 NAS PENSACOLA 5 327 5 O 327 NAS WHITING FIELD RECEIVE 0 48 48 RECEIVE 0 5 5 NAWC TRNG SYS DIV ORLANDO (109) (109)NRL UNDERWATER SOUND DET ORLANDO DISESTABLISH 0 n O n 0 42 28 42 28 RECEIVE 0 **NSWC PANAMA CITY** 344 344 TYNDALL AFB RECEIVE n ٥ 53 53 3,861 967 3,754 679 (107)(288)Total **GEORGIA** (5) (164) 0 0 (5) (164)DISESTABLISH DEFENSE CONTRACT MANAGEMENT DISTRICT SOUTH RECEIVE 0 58 58 DOBBINS ARB O 0 94 0 94 0 RECEIVE FORT GORDON RECEIVE 0 0 319 7 319 7 NAS ATLANTA 12 12 391 RECEIVE 0 0 391 NAVSCSCOL ATHENS REALIGN (8) (526)0 O (8) (526)WARNER-ROBINS ALC (ROBINS AFB) 791 (690)804 (613)(13)Total GUAM (73) (340) DISESTABLISH (73)(340)0 0 FISC GUAM (1,272)(1,272)0 0 REDIRECT NAS AGANA REALIGN (737)(1,684)0 0 (737)(1,684)**NAVAL ACTIVITIES GUAM** (641)(641) 0 0 (22)SRF GUAM CLOSE (22)(2,104)(2,665)۵ 0 (2,104)(2,665)Total HAWAH 102 0 102 0 RECEIVE 0 0 FORT SHAFTER RECEIVE 0 0 546 0 546 0 MCB KANEOHE BAY 80 246 80 246 RECEIVE 0 0 **NAVMAG LUALUALEI** RECEIVE 0 0 267 527 267 527 NAVSTA PEARL HARBOR 773 0 995 773 995 0 Total IDAHO RECEIVE 0 0 123 3 123 3 MOUNTAIN HOME AFB 123 3 123 3 0 Total 0 ILLINOIS 0 0 10 5 10 5 RECEIVE NTC GREAT LAKES (200) (25)(200)0 0 CLOSE (25)PRICE SUPPORT CENTER, IL CLOSE (57) (393)0 0 (57)(393)SAVANNA ARMY DEPOT ACTIVITY 5 (593)10 (72)(588)**Total** (82)INDIANA (36)(2,805)(36)(2,805)0 0 CLOSE NAWC-AD INDIANAPOLIS 13 1,778 13 1,778 RECEIVE n NSWC CRANE (2,805)13 1,778 (23)(1,027)Total (36)KANSAS (10) CLOSE (10)(4) 0 0 (4) NARC OLATHE (10) 0 0 (10)(4) (4)

Total

Department of Defense Recommended BRAC 95 Job Changes by State (Military includes average student load: civilian includes on-base contractor personnel)

State		O		1	n	Net Gai	n/(Loss)
installation	Action	Mil	Civ	Mil	Civ	Mil	Civ
KENTUCKY							
FORT KNOX	RECEIVE	0	0	1,416	54	1,416	54
NSWC LOUISVILLE	CLOSE	(15)	(1,449)	0	0	(15)	(1,449
	Total	(15)	(1,449)	1,416	54	1,401	(1,395
LOUISIANNA							
NAS NEW ORLEANS	RECEIVE	0	0	0	2	0	2
NAVAL BIO DYNAMICS LAB NEW ORLEANS	CLOSE	(15)	(39)	0	0	(15)	(39)
NR READINESS CMD 10 NEW ORLEANS	CLOSE Totai	(24) (39)	(23) (62)	0	0 2	(24) (39)	(23) (60)
		(03)	(02)	Ū	2	(39)	(60)
MAINE NAS BRUNSWICK	RECEIVE	0	0	215	5	215	5
	Total	Ō	ō	215	5	215	5
MARYLAND							
ABERDEEN PROVING GROUND	RECEIVE	0	0	11	108	11	108
ARMY PUBLICATIONS DISTRIBUTION CENTER	RELOCATE	(2)	(129)	0	0	(2)	(129)
FORT DETRICK	RECEIVE	Ö	(9)	602	334	602	325
FORT MEADE (KIMBROUGH HOSPITAL)	REALIGN	(55)	(74)	0	0	(55)	(74)
FORT RITCHIE	CLOSE	(1,011)	(1,333)	ō	ō	(1,011)	(1,333)
NAVAL MEDICAL RESEARCH INST. BETHESDA	CLOSE	(91)	(55)	. 0	Ō	(91)	(55)
NAWC-AD PATUXENT RIVER	RECEIVE	0	0	67	649	67	649
NSWC CARDEROCK	RECEIVE	ō	Ō	1	19	1	19
NSWC DET ANNAPOLIS	CLOSE	(2)	(520)	Ö	0	(2)	(520)
NSWC DET WHITE OAK	CLOSE	(1)	(201)	0	0	(1)	(201)
NOTICE WAITE OAK	Total	(1,162)	(2,321)	681	1,110	(481)	(1,211)
IASSACHUSSETTS							
EFENSE CONTRACT MGT. DISTRICT NORTHEAST	RECEIVE	0	0	1	20	1	20
IANSCOM AFB	RECEIVE	0	0	6	585	6	585
IAS SOUTH WEYMOUTH	CLOSE	(637)	(299)	0	0	(637)	(299)
IATICK RESEARCH & DEVELOPMENT CENTER	RECEIVE	0	(_0,	2	160	2	160
UDBURY TRAINING ANNEX	CLOSE	Ö	(13)	ō	0	ō	(13)
	Total	(637)	(312)	9	765	(628)	453
AICHIGAN							
DEFENSE REUTILIZATION AND MARKETING SERVICE (HQ)	RECEIVE	0	0	0	97	0	97
DETROIT ARSENAL	RECEIVE	0	0	8	178	8	178
DETROIT ARSENAL TANK PLANT	CLOSE	0	0	0	0	0	0
IRC CADILLAC	CLOSE	(8)	0	0	0	(8)	0
ELFRIDGE AGB	RECEIVE	0	. 0	54	0 -	- 54	0
ELFRIDGE ARMY GARRISON	CLOSE	(54)	(555)	0	Ď	(54)	(555)
	Total	(62)	(555)	62	275	Ô	(280)
IISSISSIPPI							
OLUMBUS AFB	RECEIVE	0	0	115	201	115	201
AS MERIDIAN	CLOSE	(1,634)	(947)	0	0	(1,634)	(947)
AVOCEANO	RECEIVE	0	0	0	36	0	36
	Total	(1,634)	(947)	115	237	(1,519)	(710)
IISSOURI							
VIATION-TROOP COMMAND	DISESTABLISH	(247)	(4,484)	0	0	(247)	(4,484)
ORT LEONARD WOOD	RECEIVE	(4,139)	(90)	5,548	432	1,409	342
T LOUIS PUBS	RECEIVE Total	0 (4,386)	0 (4,574)	2 5,550	40 472	2 1,164	40 (4,102)
		(1,000)	(40.4)	-,	***	1,104	(7,104)
ONTANA ALMSTROM AFB	REALIGN	(719)	(60)	0	0	(719)	(60)
	Total	(719)	(60)	0	0	(719)	(60)
EVADA							
ELLIS AFB	RECEIVE	0	0	87	8 5	87	85
	Total	0	0	87	85	87	85
EW JERSEY							
AYONNE MILITARY OCEAN TERMINAL	CLOSE	(100)	(1,267)	0	0	(100)	(1,267)
AVEN POINT RESERVE CENTER	CLOSE	(3)	0	0	Ō	(3)	0
ORT DIX	REALIGN	(310)	(429)	Ö	Ö	(310)	(429)
with wipt	·	(010)	(423/	•	•	(010)	(4E3

Department of Defense Recommended BRAC 95 Job Changes by State

(Military includes average student load: civilian includes on-base contractor personnel)

State		Oı	at .	i i	n	Net Gain/(Loss)		
Installation	Action	Mil	Civ	Mil	Civ	Mil	Civ	
FORT MONMOUTH	RECEIVE	0	0	35	1,188	35	1,188	
VAVY WPNSTA EARLE	RECEIVE	o	Ö	0	25	0	25	
NAWC LAKEHURST	CLOSE	(380)	(1,383)	Ö	0	(380)	(1,383	
AND EXCENSION	Total	(793)	(3,079)	35	1,213	(758)	(1,866	
NEW MEXICO				4.000	044	4 200	044	
HOLLOMAN AFB	RECEIVE	0	0	1,368	344	1,368	344	
KIRTLAND AFB	REALIGN Total	(4,556) (4,556)	(2,964) (2,964)	0 1,368	670 1,014	(4,556) (3,188)	(2,294 (1,950	
NEW YORK								
FORT DRUM	RECEIVE	0	0	0	180	0	180	
FORT HAMILTON RESERVE CENTER	REALIGN	0	(52)	3	0	3	(52	
FORT TOTTEN	CLOSE	(11)	(32)	0	0	(11)	(32	
GRIFFISS AIR GUARD	REDIRECT	0	(150)	0	0	0	(150	
NRC STATEN ISLAND	CLOSE	(12)	(2)	0	0	(12)	(2	
REDCAP ACTIVITY, BUFFALO	DISESTABLISH	(2)	(1)	0	0	(2)	(1	
ROME LABORATORIES	CLOSE	(10)	(1,057)	0	0	(10)	(1,057	
ROSLYN AGS	CLOSE	(8)	(36)	0	0	(8)	(36	
SENECA ARMY DEPOT	CLOSE	(9)	(316)	0	D	(9)	(316	
STEWART IAP AGS	RECEIVE	0	0	8	36	8	3(
WATERVLIET ARSENAL	RECEIVE	0	0	0	15	0	1!	
WAY ENGLY AND ENGLY	Total	(52)	(1,646)	11	231	(41)	(1,41	
NORTH CAROLINA	RECEIVE	0	o	703	0	703	(
ICAS NEW RIVER	Total	0	0	703	0	703		
ORTH DAKOTA			4440		•	(4.500)	***	
GRAND FORKS AFB	REALIGN Total	(1,506) (1,506)	(119) (119)	0	0	(1,506) (1,506)	(11:	
HIO					•	401		
EFENSE DISTRIBUTION DEPOT COLUMBUS	REALIGN	(2)	(721)	0	0	(2)	(72	
PRINGFIELD BECKLEY MAP AGS	CLOSE	0	0	0	0	0	4.00	
VRIGHT-PATTERSON AFB	RECEIVE Total	0 (2)	0 (721)	1,315 1,315	1,233 1,233	1,315 1,313	1,23 51	
OKLAHOMA								
FORT SILL	RECEIVE	0	0	1,575	32	1,575	3	
ACALESTER ARMY AMMUNITION PLANT	RECEIVE	. 0	0	53	219	53	21	
INKER AFB (INCL. OKLAHOMA CITY ALC)	REALIGN	(19)	(1,161)	146	330	127	(83	
ANCE AFB	RECEIVE Total	0 (19)	0 (1,161)	115 1,889	201 782	115 1,870	20 (37	
	TOLEN	(19)	(1,101)	1,000	702	1,070	(ο.	
ENNSYLVANIA DEFENSE DISTRIBUTION DEPOT LETTERKENNY	DISESTABLISH	(4)	(374)	0	0	(4)	(37	
EFENSE DISTRIBUTION DEPOT SUSQUEHANNA	RECEIVE	0	0	0	297	0	29	
EFENSE DISTRIBUTION REGION EAST	RECEIVE	0	0	0	89	0	ε	
EFENSE INDUSTRIAL SUPPLY CENTER	REALIGN	(16)	(369)	0	0	(16)	(36	
ORT INDIANTOWN GAP	CLOSE	(136)	(385)	0	0	(136)	(38	
REATER PITTSBURGH IAP ARS	CLOSE	0	(387)	0	0	0	(38	
ELLY SUPPORT CENTER	REALIGN	0	(128)	0	7	0	(12	
ETTERKENNY ARMY DEPOT	REALIGN	(35)	(2,055)	0	0	(35)	(2,0	
AESU PHILADELPHIA	CLOSE	(10)	(80)	0	0	(10)	(1	
ATSF PHILADELPHIA	CLOSE	(4)	(223)	0	0	(4)	(22	
AWC-AD & NCCOSC DET WARMINSTER WARMINSTER	CLOSE	(16)	(332)	0	0	(16)	(33	
IAWC-AD OPEN WATER TEST FACILITY ORELAND	CLOSE	0	0	0	0	0		
ISWC PHILADELPHIA	RECEIVE	0	0	0	261	0	20	
ISY PHILADELPHIA-NORFOLK DET	REDIRECT	0	0	0	0	0		
	RECEIVE	0	0	0	300	0	3	
OBYHANNA ARMY DEPOT						***	/n n	
OBYHANNA ARMY DEPOT	Total	(221)	(4,333)	0	954	(221)	(3,3	
OBYHANNA ARMY DEPOT NUERTO RICO FORT BUCHANAN	Total REALIGN	(221)	(4,333)	0	954	(221)	(3,3	

Department of Defense Recommended BRAC 95 Job Changes by State (Military includes average student load: civilian includes on-base contractor personnel)

State		0	ut		n	Net Gair	n/(Loss)
Installation	Action	MIL	Civ	Mil	Civ	Mil	Civ
RHODE ISLAND		_					
NETC NEWPORT	RECEIVE	0	0	522	10	522	10
NUWC NEWPORT	RECEIVE	0	0	0	562	0	562
	Total	0	0	522	572	522	572
SOUTH CAROLINA							
FISC CHARLESTON	CLOSE	(2)	(6)	0	0	(2)	(6)
FORT JACKSON	RECEIVE	0	. 0	1,404	51	1,404	51
MCAS BEAUFORT	RECEIVE	(20)	0	540	5	540	5
NAVAL READINESS CMD 7 CHARLESTON NAVY WPNSTA CHARLESTON	CLOSE RECEIVE	(30) 0	(16) 0	0 2,780	0	(30) 2,780	(16) 0
SHAW AFB (726 ACS, HOMESTEAD AFB)	REDIRECT	(123)	(3)	2,700	0	(123)	(3)
	Total	(155)	(25)	4,724	56	4,569	31
TENNESSEE							
BUREAU OF PERSONNEL (IN)	RECEIVE	0	0	233	293	233	293
DEFENSE DISTRIBUTION DEPOT MEMPHIS	DISESTABLISH	(11)	(1,289)	0	0	(11)	(1,289)
	Total	(11)	(1,289)	233	293	222	(996)
TEXAS							
AF ELEC. WARFARE SIMULATOR ACT., FT. WORTH	DISESTABLISH	(4)	(1)	0	0	(4)	(1)
BERGSTROM AIR RESERVE BASE	CLOSE	0	(585)	0	0	0	(585)
BROOKS AFB DEFENSE DISTRIBUTION DEPOT RED RIVER	CLOSE DISESTABLISH	(1,820)	(1,939) (820)	0	0	(1,820)	(1,939)
FORT BLISS	RECEIVE	(1) O	(820)	470	62	(1) 470	(820) 62
FORT SAM HOUSTON	RECEIVE	0	0	414	27	414	27
JRB FT WORTH	RECEIVE	Ö	Ö	2	5	2	5
KELLY AFB (INCL. SAN ANTONIO ALC)	REALIGN	(44)	(511)	408	368	364	(143)
LACKLAND AFB	RECEIVE	0	0	240	26	240	26
LAUGHLIN AFB	RECEIVE	0	0	129	523	129	523
LONE STAR ARMY AMMUNITION PLANT	RECEIVE	0	0	0	510	0	510
NAS CORPUS CHRISTI	REALIGN	(722)	(394)	974	0	252	(394)
NAS KINGSVILLE	RECEIVE	0	0	418	50	418	50
NRF LAREDO	CLOSE CLOSE	(6)	0	0	0	(6)	0
RED RIVER ARMY DEPOT REESE AFB	CLOSE	(14) (900)	(2,887) (1,183)	0	0	(14) (900)	(2,887) (1,183)
SHEPPARD AFB	RECEIVE	(300)	(1,100)	81	143	(9 00) 81	143
	Total	(3,511)	(8,320)	3,136	1,714	(375)	(6,606)
UTAH							
DEFENSE DISTRIBUTION DEPOT OGDEN	DISESTABLISH	(8)	(1,105)	0	0	(8)	(1,105)
DUGWAY PROVING GROUND	REALIGN	(165)	(931)	. 0	0	(165)	(931)
HILL AFB (INCL. UTAH TEST AND TRNG RANGE)	RECEIVE	0	(104)	0	251	0	147
	Total	(173)	(2,140)	0	251	(173)	(1,889)
VIRGINIA CG MCCDC QUANTICO	RECEIVE	0	0	12	0	12	0
DEFENSE CONTRACT MANAGEMENT COMMAND	RECEIVE	0	0	11	41	11	41
DEFENSE GENERAL SUPPLY CENTER	RECEIVE	ō	ŏ	12	347	12	347
FORT LEE (KENNER HOSPITAL)	REALIGN	(99)	(106)	0	0	(99)	(106)
FORT PICKETT	CLOSE	(9)	(245)	0	0	(9)	(245)
NAS NORFOLK	REALIGN	(551)	. 0	0	. 0	(551)	0
NAS OCEANA	RECEIVE	0	0	5,185	145	5,185	145
NAVAL MGT SYSTEMS SPT OFFICE CHESAPEAKE	DISESTABLISH	(6)	(15)	0	0	(6)	(15)
NSWC DAHLGREN	RECEIVE	0	0	0	24	0	24
NSY NORFOLK	RECEIVE REDIRECT	(204)	(033)	0	230 0	(201)	230
SPAWAR ARLINGTON	Total	(201) (866)	(932) (1,298)	5,220	787	(201) 4,354	(932) (511)
WASHINGTON							
FORT LEWIS	RECEIVE	0	0	137	0	137	0
NAS WHIDBEY ISLAND	RECEIVE	0	0	510	0	510	0
NSY PUGET SOUND	RECEIVE	0	0	41	28	41	28
NUWC KEYPORT	RECEIVE	0	(28)	92	0	92	(28)
	Total	0	(28)	780	28	780	0

Department of Defense Recommended BRAC 95 Job Changes by State (Military includes average student load: civilian includes on-base contractor personnel)

State		Out		In		Net Gain/(Loss)	
Installation	Action	Mil	Civ	Mil	Civ	Mil	Civ
WEST VIRGINIA							_
VALLEY GROVE AREA MAINT SUP ACT (AMSA)	CLOSE	0	(7)	0	0	0	(7
	Total	0	(7)	0	0	0	(7
WISCONSIN							
NRC SHEBOYGAN	CLOSE	(6)	0	0	0	(6)	0
	Total	(6)	0	0	0	(6)	0

NOTE: This table excludes relocations "out" for BRAC 95 recommendations to change prior BRAC decisions that have not yet been implemented.

Selected Recommended Changes to Prior Round BRAC Decisions

(Personnel that have not yet relocated.)

A Prior BRAC Decision Requires Personnel To Relocate:

A BRAC 95 Recommendation Would Change the Destination To:

			Persor	nnel In
From	То	New Location	Military	Civilian
NAS Alameda, CA	NAS North Island, CA	NAS Corpus Christi, TX	423	0
NAS Cecil Field, FL	MCAS Cherry Point, NC	NAS Oceana, VA	3,288	111
		MCAS Beaufort, SC	540	5
	MCAS Beaufort, SC	NAS Atlanta, GA	319	7
	NAS Oceana, VA	NAS Jacksonville, FL	1,889	22
NAF Detroit, MI	Marine Corps Res. Ctr., Twin Cities, MN	Selfridge AGB, MI	54	0
MCAS El Toro and MCAS Tustin, CA	NAS Lemoore, CA	NAS Oceana, VA	1,897	34
		NAS North Island, CA	1,271	54
		NAS Jacksonville, FL	12	5
MCAS El Toro and MCAS Tustin, CA	NAS Miramar, CA	MCAS New River, NC	703	0
·		MCAS Kaneohe Bay, HI	128	0
Naval Nuclear Training, Orlando, FL	SUBASE New London, CT	Weapons Station Charleston, SC	2,780	0
NTC Orlando & NTC San Diego, CA	NAS Pensacola, FL	Lackland AFB, TX	193	0
	NTC Great Lakes, MI	NUWC Keyport, WA	92	0
		FTC San Diego, CA	127	0
Naval Recruiting Command, Washington, DC	NTC Great Lakes, MI	Bureau of Personnel, Memphis, TN	216	135
Naval Security Group Command Detachment Potomac, MD	Fort Meade, MD	Naval Research Laboratory, MD	32	0
Williams Air Force Base, AZ	Orlando, FL	Williams Air Force Base, AZ	0	38
Griffiss AFB, NY 485th Engineering Installation Group	Hill AFB, UT	Unit Inactivates		

.

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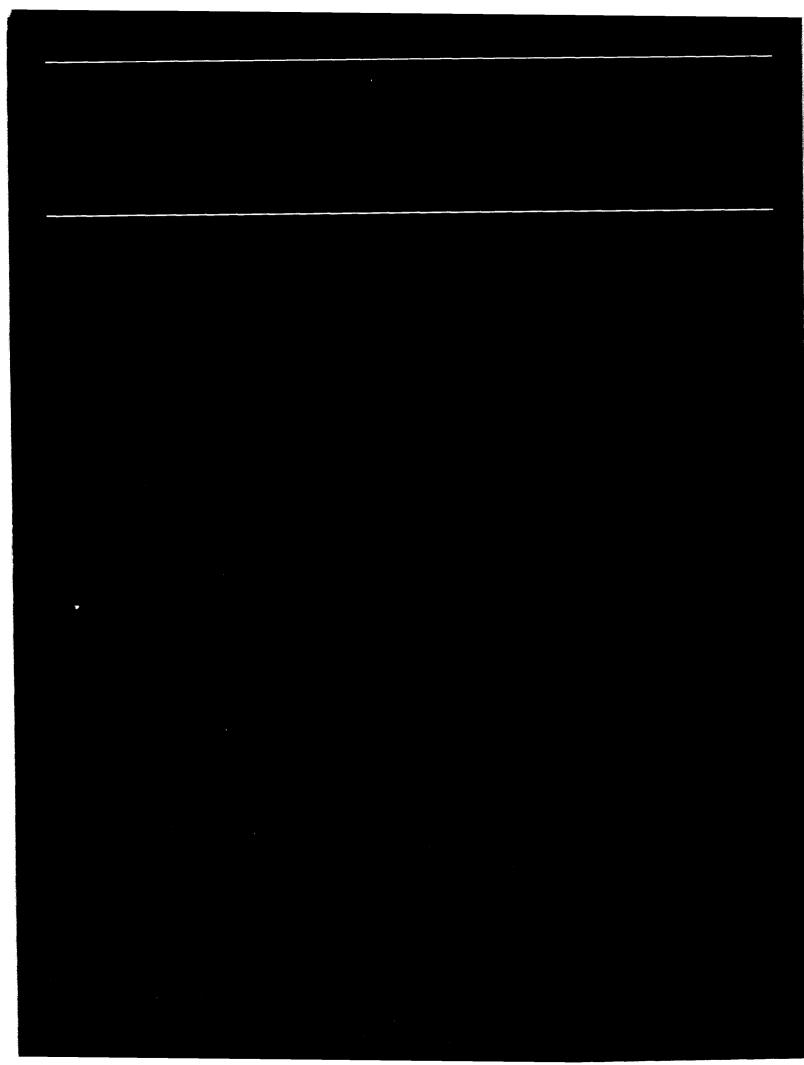
Supplement to a Report to the Congress and the Chairman, Defense Base Closure and Realignment Commission

May 1995

MILITARY BASES

Letters and Requests Received on Proposed Closures and Realignments







United States General Accounting Office Washington, D.C. 20548

Comptroller General of the United States

B-261174

May 9, 1995

To the President of the Senate and the Speaker of the House of Representatives

The Honorable Alan J. Dixon Chairman, Defense Base Closure and Realignment Commission

This is a supplement to our report entitled Military Bases: Analysis of DOD's 1995 Process and Recommendations for Closure and Realignment (GAO/NSIAD-95-133, Apr. 14, 1995).

Many interested parties, including Members of Congress, have sent us correspondence on base closures. Several of these letters were from multiple requesters and included attachments of data, analyses, and/or evaluations.

In some instances, the letters and material provided useful leads. In other cases, the material added support to issues we were actively pursuing. We could not follow up on many of the issues or points because of the limited time available to us. However, we believe that the letters and materials may be helpful to the Commission as it considers the proposed closures and realignments. Consequently, we are providing all of the letters and materials to the Commission for consideration. Appendix I contains copies of the letters and some of the materials we received.

We are sending copies of this supplement to the Chairmen, Senate Committee on Appropriations, Subcommittee on Defense; Senate Committee on Armed Services; House Committee on Appropriations, Subcommittee on National Security; House Committee on National Security; individual Members of Congress; the Secretaries of Defense, the Army, the Navy, and the Air Force; and the Directors of the Defense Logistics Agency and the Defense Investigative Service. We will make copies available to others on request.

This supplement was prepared under the direction of David R. Warren, Director of Defense Management and NASA Issues, who may be reached on (202) 512-8412 if you or your staff have any questions concerning its contents.

Charles A. Bowsher Comptroller General

Henry I thing

of the United States

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HAROLD Z. FORD 9TH DIRTHICT, TENNESSEE COMMITTEES: WAYS AND MEANS



Congress of the United States

House Of Representatives Mashington, DC 20515-4209

February 28, 1995

Mr. Charles A. Bowsher Comptroller General of the United States General Accounting Office 441 G Street, NW Room 7100 Washington, D.C. 20548

Dear Mr. Bowsher:

We are jointly writing you this letter to request the General Accounting Office provide a detailed analysis and investigation of the Secretary of Defense's recommendation to disestablish the Defense Distribution Depot Memphis (DDMT).

If approved by the Base Closure and Realignment Commission, the closure of Defense Distribution Depot Memphis will have a devastating impact on the Memphis community. The depot currently employs approximately 1,300 people. Its economic impact is approximately \$140 million and it increases to \$500 million when an economic multiplier is used.

Historically, the depot has played an essential role in important military missions, including Operation Desert Shield/Desert Storm and subsequent humanitarian relief missions in hot spots around the globe.

Mr. Bowsher, the Defense Distribution Depot Memphis is critical not only to the community but to the ability of the Department of Defense to provide critical support in times of war and peace. Therefore the criteria and methodology used by the Defense Logistics Agency must be sound.

To that end, we are asking that you please provide answers to the following questions:

Did the Office of the Secretary of Defense exercise strong oversight over the Defense Logistics Agency during the process? If not, why? If so, what type of oversight did it provide?

PPICES:

2111 RAYBURN HOUSE OFFICE BUILDING WASHINGTON, DC 20515-4209 (202) 225-3265 FAX (202) 225-9215

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Mr. Charles A. Bowsher Page Two

Please analyze the method the DLA used to determine military value ranking to the DDMT? Was this method sound and accurate?

Please analyze the method the DLA used to determine DDMT's ability to meet current and future mission requirements.

If the DLA deviated from the COBRA model, what other criteria were used?

Did the DLA take into consideration the unique functions, such as transportation capability performed at the Defense Distribution Depot Memphis?

Did the DLA accurately estimate the one-time cost to implement the closure of Defense Distribution Depot Memphis?

Throughput capacity and workload was given by DLA as one of the primary reasons DDMT was recommended for closure. Did DLA intentionally reduce the workload and throughput capacity of DDMT with the intention of recommending closure?

Thank you very much for your assistance in this matter.

Sincerely,

Ed Bryson Tham

Congress of the United States House of Representatives Washington, D.C. 20515-1703

Mike Ward Member of Congress

March 7, 1995

Charles B. Mettingl Chief of Staff

The Honorable Charles Bowsher Comptroller General of the United States General Accounting Office 441 G Street, NW, Room 7125 Washington, D.C. 20548

Dear Mr. Bowsher:

We have received reports that the Naval Sea Systems Command (NAVSEA) Inspector General has requested the Naval Audit Service to investigate both the process and the accuracy of data submitted by, and for, the Naval Ordnance Station, Louisville in response to BRAC 95 scenario data calls. We are advised that this NAVSEA Inspector General investigation is assigned Case Number 1493C.

The investigation was apparently initiated following a complaint to the Inspector General regarding the handling of scenario data call responses pertaining to the Naval Ordnance Station, Louisville.

We request that your agency review this investigation, as well as all scenario data call responses submitted with regard to the Naval Ordnance Station, Louisville. We particularly request that you determine whether modifications to data responses, and the direction of scenario data call responses by higher authorities, were handled in accordance with appropriate policy guidance to assure the accuracy of certified data which was presented to the Secretary of the Navy and the Navy's Base Structures Evaluation Committee (BSEC).

The Department of the Navy BRAC 95 Analyses and Recommendations, dated March, 1995, indicates that the COBRA analysis produced a configuration model "best solution" which did not include closure of the Naval Ordnance Station, Louisville. We are concerned by reports that initial Naval Ordnance Station, Louisville scenario data call responses were altered, or in other cases directed by higher authorities, in ways which led to inaccurate data. This data may have substantially understated the cost to relocate work now performed at the Naval Ordnance Station.

In addition, the Individual Category COBRA Results reported in the March, 1995 Recommendations are considerably lower (more than 70 percent) and inconsistent with previously reported results from BRAC 91 and BRAC 93 studies.

1032 Longworth Building Washington, D.C. 20515-1703 12021-225-5401 internet: mward2@hr.house.gov Committee on National Security Committee on Science

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Room 216, Federal Building 800 Dr. Martin Luther King, Jr. Place Louisville, Kentucky 40202-2267 (502) 562-5129

Letter to The Honorable Charles Bowsher March 7, 1995
Page 2

The March, 1995 Recommendations apparently combine Naval Ordnance Station, Louisville cost calculations with those of NAWC, Indianapolis (see the attached data sheet regarding "Tech Centers/Laboratories"). This appears inconsistent with Department of the Navy and BRAC policy that each facility be considered on a site-specific basis. We are concerned that this may have been done to make it more difficult to identify the cost of closing Naval Ordnance Station, Louisville.

Because of time constraints on the Defense Base Closure and Realignment Commission, we request that you act expeditiously to review this investigation, and to review the scenario data call responses regarding the Louisville facility and the handling of those responses by Department of the Navy officials as the data went through the chain of command. Please report your findings to us by April 1, 1995 or as soon thereafter as feasible.

Thank you for your prompt attention to this urgent matter.

Sincerely,

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Enclosure

HAROLD E. FORD

COMMITTEES:
WAYS AND MEANS
SUBCOMMITTEE ON HUMAN RESOURCE



Congress of the United States

House Of Representatives Washington, BC 20515-4209

March 7, 1995

Mr. Charles A. Bowsher Comptroller General of the United States General Accounting Office 441 G Street, NW Room 7100

Washington, D.C. 20548

Dear Mr. Bowsher:

I am writing this letter to request the General Accounting Office provide a comparative analysis of the impact the closing of each of the distribution depots that the Defense Logistics Agency considered for closure, would have on minorities.

I am requesting that this analysis contain the breakdown of employees at each depot, by race, age and gender, as well as a detailed analysis of the impact on minorities in the communities directly affected by the possible closures.

In their report, the DLA estimates that only .6% of the Memphis area's economic base will be negatively impacted. I contend that the economic impact of removing 1,300 jobs, over 70% of which are held by minorities, from the heart of the city with the highest unemployment rate in the State of Tennessee, will be far greater than .6%. The jobs climinated by the closure of DDMT translates to approximately, 1,040 African-American depot employees unemployed, and the economic impact of this closure on minorities was never investigated.

As I am sure you are aware, time is of the essence in this matter, so I would appreciate this information as soon as possible. Thank you for your assistance.

Sincerely,

HAROLD FORD
Member of Congress

DA, DC 20515-4209

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EDWARD J. MARKEY

COMMITTEES:
COMMERCE
RANKING MEMBER
SUBCOMMITTEE ON
TELECOMMUNICATIONS AND
FINANCE
RESOURCES
(ON LEAVE)

COMMISSION ON SECURITY AND COOPERATION IN EUROPE

Congress of the United States House of Representatives Washington, DC 20515-2107

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188 CONCORD STREET, SUITE 102 FRAMINGHAM, MA 01701 (508) 875-2900

March 20, 1995

Mr. Rich Roscoe Office of Congresssional Relations, Room 7125 General Accounting Office 441 G Street, NW Washington, DC 20548

Dear Mr. Roscoe:

I am enclosing materials on the U.S. Army Research, Development, and Engineering Center in Natick, Massachusetts. As you probably know, the Defense Department has recommended that the Natick Center, which recently was named the headquarters for a new Soldiers Systems Command, receive additional personnel as part of the 1995 BRAC process.

I strongly agree with the Defense Department's analysis of Natick's key role in developing advanced technologies which our soldiers will need on the battlefields of the 21st century. I hope this information is useful as GAO evaluates the 1995 BRAC process.

If you have any questions about the materials, please contact Mr. Mark Bayer of my staff at (202) 225-2836.

Thank you.

Sincerely

Edward J. Markey Edward J. Markey Member of Congress

PRINTED ON RECYCLED PAPER

HAROLD E. FORD

COMMITTEER WAYE AND MEANS



Congress of the United States

House Of Representatives Washington, DC 20515-4209

March 22, 1995

The Honorable Charles Bowsher Comptrollar General General Accounting Office 441 G Street, NW Washington, D.C. 20548

Dear Mr. Bowsher.

As you move forward with your analysis of the Department of Defense recommendations on BRAC 1995, several questions have come to my attention regarding the DoD/DLA process for scoring military value on the Defense Distribution Depot Memphis. They relate to the intended role of the military value analysis and COBRA as tools to rank bases versus the actual scoring of the bases under the DLA process.

I would appreciate your review of these issues as you prepare the GAO report for the Base Closure and Realignment Commission. My questions are as follows:

1. The purpose of the military value analysis is to determine the relative value of the installations themselves within a category, not the value of the missions or activities on the installation. In its analysis, the DLA created measures of merit as components of its military value criteria. One measure of merit was "mission scope." Why does the DLA military value analysis incorporate "mission scope" in its installation analysis?

It appears that the category which DLA has selected is meaningless for use as a comparative tool since these installations are evaluated on a series of different missions. Alternatively, does it make sense to score an installation's military value on the scope of the mission, which is portable and which has been changed by DLA since the last BRAC analysis?

2. The COBRA model employs the concept of "Base X" as a device to account for the movement of residual installation mission, personnel, and equipment to a base as yet to be identified. The Base X concept helps to improve the model's relevance by helping to account for small amounts of these costs difficult to specify in terms of a real location.

2111 Raysimin House Sirnoz Buldons Waldymoten, DC 265184229 (2021 215-2395 Fax (2021 225-4216

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The Honorable Charles Bowsher page two

The COBRA model run for the closure of Defense Distribution Depot Memphis assumes the realignment of 50 percent plus to Base X, which means that DLA does not have a destination for that mission. This assumption calls into question the relevance and accuracy of the COBRA model as employed by the DLA in this case.

3. I would like to understand why, although the maximum surge capacity of the Defense Distribution Depot Memphis was reported in the data call as 46,000 throughput items, the DLA final analysis rates the capacity as only 23,000.

Thank you for your attention to these issues.

Sincerely.

HAROLD FORD
Member of Congress

HF:mjs



Federal Managers Association

CHAPTER 208
DEPENSE INDUSTRIAL SUPPLY CENTER
700 ROBBINS AVENUE
PHILADELPHIA, PA. 19111

Mr. Barry Holman General Accounting Office

Dear Mr. Holman:

Representing the Defense Industrial Supply Center Federal Managers Association, it was a pleasure speaking to you Tuesday, 22 March 93. Having read your report GAO/NSIAD-95-60 Cost Growth and Other Factors Affect Closure and Privatization, combined with our experience with your analysis in BRAC 93, we felt that your objective, analytical assessment of the DLA proposal would provide a much needed sanity check to their recommendation.

Similar to the findings in subject report, we believe the current DLA BRAC analysis is suspect for a variety of reasons.

The justification to close DISC is not clear while the implementation scenario grossly understates the cost and readiness impact of such an action. In BRAC 93 DLA concluded that mass migration of items was too risky and imprudent (see attached), yet two years later the implementation scenario recommends moving approximately 2.4 million items among DLA Centers. Add to that volume of movement a Consumable Item Transfer (CIT II) of approximately 280K items from the Military Services to DLA, we would find curselves with a logistics transfer of almost 2.7 million stock numbers (See attached chart). Moving items is not simply an electronic process. Physical labor is required of the losing activity to package historical hard copy data, technical drawings and ancillary records. The receiving activities will also incur costs to re-establish the management records and build technical expertise. Continued human communication and interaction between functional experts in all disciplines, will still be required even after the transfer. This continued dialogue is a mandatory element to come up to full operational capability. This post transfer effort we believe, is not included in the cost estimates.

Based on actual service ICP cost data, the cost of migrating items using the total number of items placed in motion under the plan, could exceed \$313 (excluding Consumable Item Transfer from services). This migration process cost does not include the negative impact on material availability and readiness incurred in such a mass migration even if it is spread out over several years. Our previous history with CIT Phase I and migrating Federal Stock Classes 1560/1680 to Defense General shows a degradation in service support.

We concur with DLA's 1993 position that this is simply a bad idea!

Another cost discrepancy apparently overlooked is the fact that under this plan DLA will maintain the Defense Personnel Supply Center compound for a period of 2 years to offset military construction costs to move DPSC to the DISC facility as decided in BRAC 93. The cost of keeping DPSC open for an additional 2 years seems not to have been included in the cost evaluation. The estimated cost of extending the facility over this period is approximately \$154M (FY-94 dollars).

The major factor in the DOD declaion for closure and realignment is military value. The primary criteria for evaluating such decisions is what impact they have on operational readiness of DoD's total force. Based on BRAC disclosure documents, DLA ran their proposed realignment model on three separate occasions: 5 Dec 94, 29 Dec 94 and 5 Jan 95. In the DLA spreadsheet analysis of military value (attached) some interesting observations are evident.

In the 5 Dec 94 computation, DISC scored second to DCSC in total points. In the 29 Dec 94 computation, once again DISC scored second but with significant changes to the scores of DGSC, the largest being a 29 point increase in the category of additional mission but without taking into consideration additional personnel. The 5 January computation saw a substantial increase in scores for both DGSC and DCSC but a scoring decrease to DISC. The big change occurred in the area of base operating costs and personnel costs. Under the revised computations, DISC's score, however, decreased from 171 to 162 points. This change resulted in a 25 point deficit placing DISC with the lowest military value rating.

Aside from the point changes, however, significant dollar changes were also obvious. As an example, DGSC's total operational costs decreased \$94M between 15 Dec and 30 Dec. The cause was not explained. An interesting sudit trail exists which documents at least seven letters and phone calls to DGSC requesting additional data to reach this final conclusion. DISC, on the other hand, was apparently never provided the same opportunity. In looking at the comparative center data now, DISC questions the calculation of the % of non-DoD paid equivalents. How did the other centers come up with their numbers? DISC may have misinterpreted what was being asked. There is also an indication that the number of people forecasted to accept an additional 1.068 million items to DGSC is grossly understated.

Another major area not addressed is comparative center performance relative to readiness. Although DISC manages the largest percentage of weapons systems items, provides the single largest source of supply for major industrial customers, provides the highest level of support to those military sensitive items and gains weapons management synergy by being collocated with a Navy secondary spares manager (ASO), none of these elements appears in the computation of military value. Some relevant data is enclosed. This sphears to be in direct conflict with DoD readiness criteria cited above. This synergy

between DISC and ASO was highlighted in BRAC 93 and is pivotal in our customer support. For example we currently have joint contracts in place with ASO covering more than 200 items and \$30M dollars. Proximity and a similar weapons orientation between ASO and DISC has accrued savings in both readiness and investment dollars and is prominently cited in attachment of the BRAC 95 Navy analysis yet omitted from DLA considerations. This type of synargy between a Service ICP and a DLA ICP does not occur between a DLA ICP and a Distribution Depot. The real logistics savings are in integrated acquisition and planning between ICP's. In fact, both DLA's Corporate Strategic Plan and performance plan emphasize a decrease in depot inventory and cost due to Buy Response Vice Inventory efforts, obvisting any special synargy between ICP and Depot,

Overall, there appears to be numerous discrepancies that are evident in the analysis, both quantitative and qualitative. Under military value criteria the bottom line to any BRAC movement is the impact to total force readiness. The scenario created by DLA is highly susceptible to negative readiness impacts. DLA itself recognized this in BRAC 93 and wisely chose to avoid this radical movement of items. The net result of risking this potential support impact is a suspect MILCON savings and 408 jobs that are taken as benefit to this scenario. It is unclear however, how these 408 savings occur since the majority come from Columbus and may be commingled with BRAC 93 savings of the DCSC/DESC merger. We hope you can add a rational, objective assessment to a recommendation which in our opinion was a poor business solution to an economic problem which can be solved with a much less destabilizing process not the least of which is sustaining the BRAC 93 scenario with some minos adjustments.

A. COSENZA

Foderal Managers Association

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United States Senate

COMMITTEE ON APPROPRIATIONS
WASHINGTON, DC 20510_6025

.). KEITH KENNEDY, STAFF OMECTOR

March 29, 1995

Mr. Charles A. Bowsher Comptroller General of the U.S. Room 7125 441 G Street, N.W. Washington, D.C. 20548

Dear Mr. Bowsher:

As part of your review of the Department of Defense's 1995 recommendations to the Base Closure and Realignment Commission (BRAC), I ask that you evaluate the Army's proposed realignment of Fort Greely, Alaska.

During a recent visit to the Fort Greely/Delta Junction Alaska area, It came to my attention that the Department of the Army significantly understated the costs associated with the proposed realignment of Fort Greely and restationing of organizations and personnel to Fort Wainwright, Alaska.

I appreciate your assistance in ensuring that an accurate and complete assessment of the total costs, savings and return on investment of this proposal is known. Ms. Sid Ashworth of my staff is available to provide further information on this issue.

I look forward to working with you on this matter.

With best wishes,

ROBERT A. BORSKI

COVMITTEES:
TRANSPORTATION
AND INFRAST RUCTURE
RANKING DEMOCRAT—SUBCOMMITTEE OF
WATER RESOURCES AND ENVIRONMENT

STEERING COMMITTEE

REGIONAL WHIP

Congress of the United States House of Representatives Washington, DC 20515

March 30, 1995

Mr. Charles A. Bowsher Comptroller General of the United States General Accounting Office 441 G Street, NW Washington, DC 20548

Dear Mr. Comptroller:

I am writing to bring to your attention several issues relating to the Defense Logistics Agency's (DLA) recommendation to disestablish the Defense Industrial Supply Center (DISC) located in Philadelphia. I believe these issues must be addressed by the General Accounting Office (GAO) in its April 15 report to Congress analyzing the 1995 base closure recommendations.

As you may know, the DLA has recommended the "disestablishment" of DISC as a part of its 1995 base closure recommendations. After numerous meetings with DISC employees and the DLA base closure executive group (BRACEG), I believe DLA's recommendation is suspect for the following reasons:

Military Value

- * DLA did not adequately assess the risk to military readiness associated with the large amount of items transferred.
- * Inventory Control Point (ICP) performance and its impact on readiness is not included in the military value analysis.
- * The multi-service ICP synergy that exists between DISC and the Navy's Aviation Supply Office (ASO) was not included in the military value analysis. Additional compound synergy is also achieved by DISC partnering with the Defense Printing Service (DPS) in pioneering development of critical procurement applications.
- * DLA instead overemphasized a non-essential synergy between ICPs and distribution depots.
- * The DLA did not adequately assess the value and available capacity of the ASO compound in its "installation military value analysis."
- * Unexplained discrepancies exist among three separate computations of the military value of the ICPs.

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2830 MEMPHS \$1 PHLADELPHA, PA 19125 (215) 428-4616 March 30, 1995 Page 2

Costs

- * The significant cost of transferring items was not included in the COBRA analysis.
- * The cost of delaying the BRAC93 realignment of the Defense Personnel Support Center (DPSC) to the ASO compound was not included in the COBRA analysis.
- * DLA used a flawed methodology to determine the amount of positions that would be eliminated under each scenario.

The bottom line is that DLA is risking the loss of a critical, highly-skilled workforce -- all for savings which are highly suspect.

I have provided a full explanation of each of these major flaws in DLA's recommendation to disestablish DISC. I hope you can add a rational, objective assessment to a recommendation which in my opinion is highly flawed. I believe DLA can achieve higher efficiencies by building on the recommendations accepted by the Base Closure Commission in BRAC93.

Thank you for your expeditious consideration of this extremely important matter. Please do not hesitate to contact me for any additional information.

Sincerely

ROBERT A. BORSKI Member of Congress

RAB/mdv Enclosure

cc: Mr. Barry Holman General Accounting Office

ROBERT A. BORSKI

COMMITTEES:
TRANSPORTATION
AND INFRASTRUCTURE
RANKING DEMOCRAT—SUBCOMMITTEE ON
WATER RESOURCES AND ENVIRONMENT

STEERING COMMITTEE

REGIONAL WHIP

Congress of the United States House of Representatives Washington, DC 20515

April 4, 1995

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2630 MEMPHS ST. PHILADELPHA, PA 19125 (215) 426-4616

Mr. Charles A. Bowsher Comptroller General of the United States General Accounting Office 441 G Street, NW Washington, DC 20548

Dear Mr. Comptroller:

I am writing to bring to your attention several issues relating to the Navy's recommendation to close the Naval Air Technical Services Facility (NATSF) located in Philadelphia. I believe these issues must be addressed by the General Accounting Office (GAO) in its April 15 report to Congress analyzing the 1995 base closure recommendations.

I have enclosed a list of several questions that should be answered before any action can be taken with respect to NATSF. While I realize you are operating under severe time constraints, I would greatly appreciate your efforts to investigate these matters to the fullest extent possible.

As always, I am available to discuss these matters further. Please do not hesitate to contact me.

ROBERT A. BORSKI Member of Congress

RAB/mdv Enclosure

cc: Honorable Alan Dixon
Defense Base Closure and Realignment Commission

Questions for the General Accounting Office to investigate relating to the proposed closure of the Naval Air Technical Services Pacility under the 1995 BRAC recommendation

- 1. Three accurations were presented to the Navy BSEC team by Naval Air Systems Command concerning NATSF they all related to its closure and absorption in one of three existing Navy facilities: NADEP North Island, SPCC Mechanicsburg and Naval Air Systems Command Patuxent River Md. Why was there no scenario for staying in place as the Aviation Supply Office was to remain open? This fact was noted by the BSEC when they voted to close NATSF in their minutes of 10 January 95.
- 2. How credible can the figures submitted by Naval Air Systems Command be for the three scenarios when they all show the same number of people will relocate in moves of 100, 200 and 2700 miles? Actual numbers of employees accepting relocation in the BRAC process is reported to be in the 12-16% range. Why is a much higher percentage, 64.7 % (or 112 out of 173 employees), used here?
- 3. Related to question 2 how can all three scenarios have the same one-time unique moving costs of \$110,000.00 for breakdown, packing, reinstallation and troubleshooting of the JEDMICS at each of three different sites? Why are moving costs the same for three possible moves of varying distances?
- 4. NATSF as the Naval Air Systems Command logistics element manager for technical manuals expends any work days in travel status at headquarters in Arlington, Va. Most of this travel can be conducted in one day with the largest expense being a Metroliner round-trip ticket between Philadelphia and Wasbington. This will not change dramatically when NAVAIR headquarters moves to Patuxent River, Md. in 1997 except to become cheaper due to need for only a rental car. If NATSF is relocated to San Diego travel expenses will increase precipitously. Many of the current one day trips will become at least three days in duration when travel time is factored in. This, of course, will have a deleterious impact on NATSF's productivity. Why was this not addressed in the decision to relocate NATSF and the associated costs?
- 5. In the cover sheet to the proposed North Island scenario it states that "Aviation Supply Office...a customer that consumes only 13% of [NATSF's] workload." This is contrary to all information available at NATSF which shows that ASO receives over 40% of support provided to their customers.
- 6. NATSF is currently a beta vite for the new JEDMICS (Joint Engineering Data Management Information Systems) the state-of-the-art system for handling engineering drawings. The Navy has no plan to place a JEDMICS terminal at ASO reasoning that the JEDMICS site at NATSF would service their neighbor across the street. If NATSF is moved to San Diego this will not be possible. Why aren't the costs associated with buying a JEDMICS site for ASO addressed in the real costs of a NATSF move?
- 7. NATSF data management department is currently closely related to the Defense Printing Service office on the ASO compound in the creation of a paperless stock system to supply users with technical manuals as needed. This system is TMPODS (Technical Manual Print on Demand System). How will TMPODS be kept operational if NATSF is not co-located with DPS? What will be the effect on fleet maintenance readiness if there are extensive delays in obtaining technical manuals?
- 8. With the decline in new aircraft procurements by the Department of the Navy foreign military sales (FMS) cases are of increasing importance to both the Department of Defense and to the American economy. Currently NATSF is co-located with the Navy International Logistics Control Office (NAVILCO) with their large number of foreign liaison officers which allows for immediate attention to foreign customers' data needs. How will this important function be handled when the immediate access of NATSF manager and NAVILCO case manager is no longer available?
- 9. In 1992 Naval Air Systems Command conducted a study of their Expense Operating Budget field activities and concluded that two of these, NATSF and NAESU, should be merged on the ASO compound. What happened to this study and why was it not implemented?

- 10. NATSF produces the work unit code manuals for the Navy's aircraft uses the data base maintained by Aviation Supply Office on provisioning data. How will the integrity of this synergy be maintained when these two activities are no longer across the street from each other?
- 11. The closure of NATSF and its incorporation into NADEP North Island is proposed under the heading of the Navy's consolidation of its technical centers. While "technical" is NATSF's middle name; there are no scientists or engineers employed in a working capacity there. All NATSF's activities are related to logistics and fleet support and so are much closer in nature to the supply function performed by ASO. Why is NATSF classified as a technical center in this BRAC when it is clear from its Military Value Data Call, pgs. 8-10, that its employees do not fit that definition?
- 12. During the 1993 BRAC there was guidance that unique operations should be left open. NATSF is unique in the Department of Defense in that there exists no other agency whose mission centers completely around the management of technical manuals and engineering drawings. The success of this mission is found in the 95% availability rates for NAVAIR manuals in response to user demand. The BRAC commission in 1993 found this argument compelling. How well can this management function be maintained when NATSF is absorbed into an agency whose primary function is overhaul of aircraft? Why is this unique function being destroyed?

ROBERT A. BORSKI

RANKING DEMOCRAT—SUBCOMMITTEE ON W) TER RESOURCES AND ENVIRONMENT

STEERING COMMITTEE

REGIONAL WHIP

Congress of the United States **House of Representatives** Washington, **DC** 20515

April 5, 1995

Mr. Charles A. Bowsher Comptroller General of the United States General Accounting Office 441 G Street, NW Washington, DC 20548

Dear Mr. Comptroller:

I am writing to bring to your attention several issues relating to the Navy's recommendation to close the Naval Aviation Engineering Service Unit (NAESU) Headquarters located in Philadelphia and relocate the activity to NADEP North Island. believe these issues must be addressed by the General Accounting Office (GAO) in its April 15 report to Congress analyzing the 1995 base closure recommendations.

I have been working with representatives of NAESU to analyze the Navy's recommendation. We believe the recommendation is flawed for the following reasons:

- * While the recommendation claims NAESU Headquarters in Philadelphia is a technical center, it failed to score NAESU for technical functions.
- * The recommendation incorrectly claims NAESU Headquarters performs similar functions to NADEP North Island.
- * The Navy failed to consider absorbing NAESU functions within ASO, even though it has already spent \$712,000 of BRAC 91 funds to move NAESU to the ASO compound. Absorbing NAESU within ASO would be more beneficial to the fleet and the taxpayer, saving \$8 million more than the relocating NAESU to NADEP North Island.
- * The recommendation incorrectly assumes that a majority of NAESU's current workforce will move to NADEP North Island. In fact, 93 percent will not make the move. The loss of this critical expertise will significantly impair fleet readiness.
- * The recommendation states that 14 people from NARSU's California Detachments/Regional Offices will be able to fill the Headquarters billets, without giving an explanation of how this can be achieved. The individuals working in this office are military, clerical and technical personnel with no training or experience in the headquarters functions of ETS management and contracting.

WASHINGTON OFFICE ROOM 2182 RAYBURN HOUSE OFFICE BLDG. (202) 225-8251 FAX: (202) 225-4628

DISTRICT OFFICES: 7141 FRANKFORD AVE. PHILADELPHIA, PA 19135 (215) 335-3355 FAX: (215) 333-4508 2630 MEMPHIS ST. PHILADELPHIA, PA 19125 (215) 426-4616

April 5, 1995 Page 2

While I realize you are operating under severe time constraints, I would greatly appreciate your efforts to investigate these matters to the fullest extent possible.

As always, I am available to discuss these matters further. Please do not hesitate to contact me.

OBERT A. BORSKI Member of Congress

RAB/mdv

cc: Honorable Alan Dixon Defense Base Closure and Realignment Commission

DEFENSE REALIGNMENT ADVISORS

THE HOMER BUILDING
SUITE 410 SOUTH
GOI THIRTEENTH STREET, N.W.
WASHINGTON, D.C. 20005

(202) 879-9460

6 April 1995

Mr. Barry Holman U.S. General Accounting Office NSIAD/Assistant Director - Military Ops. & Capabilities Issues 441 G St., NW Washington, D.C. 20548

RE: DESCOM methodology for Army maintenance depot downsizing

Dear Mr. Holman:

Reference is made to our meeting of 5 April 1995, at GAO.

Enclosed please find the methodology used by the Army's Depot Systems Command for "downsizing" its maintenance capacity. Anniston Army Depot was used as the model. As you can see from the briefing, the DESCOM intent paralleled that of the Air Force — to retain all of the depots, but to streamline them for efficiency.

In his 12 April 1994 testimony to the House Armed Services Committee, General Salomon, Commander of the Army Materiel Command, drew attention to the increasing backlog of depot maintenance and the readiness costs associated with that backlog. He also elaborated on his concept of how to "downsize" the Army depot base -- indicating AMC's intent to retain all of its depots. Copies of both the prepared and actual testimony are enclosed for your review. As the Army's top logistician, General Salomon's recommendations make good sense. It appears that at some point in the process, the Army's top leaders overrode the considered advice and recommendations of its senior logistician.

Also enclosed is a depot comparison briefing slide developed with certified data from both Army and DLA collocated depots. The study considered the depots as a single "depot complex", rather than splitting the depots into separate elements for comparison purposes.

We appreciate your continued efforts in this regard. Please call me if you have any questions, or if I can provide any additional information.

Sincerely

TIMOTHY R. RUPLI President

enclosures

A DIVISION OF R. DUFFY WALL & ASSOCIATES, INC.

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HERB KONL, WISCONSIN
PATTY MURPHAY WASHINGTON

United States Senate

COMMITTEE ON APPROPRIATIONS
WASHINGTON, DC 20510-6025

April 7, 1995

Mr. Charles A. Bowsher Comptroller General of the U.S. Room 7125 441 G Street, N.W. Washington, D.C. 20548

Dear Mr. Bowsher:

As a part of your review of the Department of Defense's 1995 recommendations to the Base Closure and Realignment Commission (BRAC), I ask that you evaluate the Air Force's proposed realignment of Malmstrom Air Force Base, Montana.

During the recent BRAC hearing in Great Falls, it was stated that the savings from realigning Malmstrom AFB would be generated from the savings in lease costs at MacDill AFB. It appears that these savings would occur regardless of where the KC-135s originate. The attached document discusses this issue.

I appreciate your assistance in ensuring that an accurate and complete assessment of the total costs, savings and return on investment of this proposal is known. Mr. Jim Morhard of my staff is available to provide further information on this issue.

ely,

I look forward to working with you on this matter.

Since

With best wishes.

Conrad R./Buras Chairman of the Military Construction Subcommittee

JAMES V. HANSEN

COMMITTEES
NATIONAL SECURITY
RESOURCES
SELECT COMMITTEE DIV
INTELLIGENCE

WASHINGTON OFFICE: ROOM 2486 RAYBURN HOUSE OFFICE BUILDING WASHINGTON, DC 20515-4401 12021 225-0453

Congress of the United States

Nouse of Representatives Washington, DC 20515—4401

April 7, 1995

The Honorable Charles Bowsher Comptroller General of the United States General Accounting Office 441 G Street NW Washington, DC 20548

Dear Mr. Bowsher,

I am writing to you to request your assistance in a matter of great interest to myself and the people of Utah.

During the 1993 BRAC, a decision was made to consolidate tactical missile work at Letterkenny Army Depot (LEAD). In its 1995 recommendations for base closure, the Department of Defense recommends closing LEAD. While I cannot comment on the merits of this recommendation, I am concerned about the future of consolidation in the tactical missile workload. I believe consolidation and cross-servicing of depot-level maintenance provides considerable cost savings to the American taxpayer, as well as significant efficiencies to the Department of Defense. I would appreciate your response to the questions I have provided in the attached recommendation. I believe continued consolidation of this workload at the Ogden hir Logistics Center can provide tremendous economic advantages and should be considered.

Your assistance in this matter, and the professional work done by your staff, is greatly appreciated.

Sincerely

James V. Hansen Member of Congress

JVH:bj

Attachment (1)

DISTRICT OFFICER

Hudson Institute

J.W. Wheeler Private Sector Chair. City of Indianapolis NAWC Task Force Hudson Institute P.O. Box 26-919 Indianapolis, IN 46226

April 9, 1995

Mr. David R. Warren

Director, Defense Management and NASA Issues

Mr. Barry W. Holman

CELEBRATING Assistant Director, National Security and International Affairs Division IO YEARS IN

Mr. Richard P Roscoe

INDIANAPOLIS

Office of Congressional Relations U.S. General Accounting Office 441 G. St. NW, Room 7025

Washington, DC 20548

Dear Sirs:

(FAX)

Thank you for joining us in the conference call from Congressman Burton's office. Your

comments were most helpful in our deliberations. CENTER

Enclosed is the promised paper that outlines the major concerns that we have with both the P.O. BOX 26-919 Military Value and the COBRA analyses upon which the closure decision was based for Naval Air INDIANAPOLIS Warfare Center - Aircraft Division, Indianapolis (NAWCADI). As we discussed on the telephone, our initial review had found serious flaws in the scoring of our site in the Military Value INDIANA analysis, as well as several important discrepancies between the data call submissions and the

4 6 2 2 6 values used in the final COBRA closure scenario. What we did not expect to find was several fundamental flaws in the analysis.

317-545-1000

317-545-9639 We realize that you are under serious deadline pressures, but the errors found are so serious as to require your attention. The team members who helped put this assessment together are available to discuss our concerns and re-estimates at any time. My direct line at Hudson Institute is (317) 549-4135. Under the time constraints, please feel free to contact me at home, (317) 841-0651. You

can also contact Larry Gigerich in Mayor Goldsmith's office at (317) 327-3637.

INDIANAPOLIS Thanking you in advance, I remain WASHINGTON

MONTREAL BRUSSELS

Attachment

SHAPING THE FUTURE

Congress of the United States Washington, DC 20515

April 10, 1995

Mr. Barry W. Holman, Assistant Director National Security and International Affairs Division U.S. General Accounting Office 441 G Street, N.W. Washington, D.C. 20548

Dear Mr. Holman:

We are taking this opportunity to express our serious concerns with the process, data integrity and final recommendations of the U.S. Navy that led to the proposed realignment in missions at Naval Air Warfare Center Aircraft Division Lakehurst and the possible closure of the Naval Air Engineering Station in Lakehurst, New Jersey. We strongly urge you to include these data inaccuracies and flawed procedures in the General Accounting Office's April 15, 1995 report to the Base Closure and Realignment Commission (BRAC).

While we are pleased that the Navy abandoned its initial scenario to completely close Lakehurst and has conceded that it cannot safely and cost-effectively move the critical missions of the catapult testing and launch recovery system at Lakehurst, we remain perplexed by the Navy's decision to strip and move operations which support and work synergistically with these two core functions. To divide, splice and relocate interrelated aspects of Lakehurst's mission jeopardizes the operations, productivity and performance of our fleet.

Well-documented information provided to us indicates the data used in reaching the decision to partially close the base was at best flawed and at worst manipulated by the Navy's Base Structure Evaluation Committee (BSEC). We have raised these issues with the Secretary of the Navy and are awaiting an Inspector General's report. To date, the ongoing investigation has done little to alleviate our concerns. Indeed the Navy's initial response to our inquiry raises more questions than it answers.

Our evidence, shared openly with the Navy and made available to the General Accounting Office, clearly demonstrates two areas of significant irregularities in the Navy's process in regard to the Lakehurst scenario. First, the Navy's BSEC repeatedly reduced, or ignored the certified data submitted by the Commander, Naval Air Systems Command (NAVAIR). Second, the Navy's BSEC knowingly eliminated and denied the necessity of including the costs of relocating Lakehurst's tenants as a result of the closure action.

United States Senate

WASHINGTON, DC 20510

April 10, 1995

The Honorable Charles A. Bowsher Comptroller General United States General Accounting Office 441 G Street, N.W. Washington, D.C. 20548

Dear Mr. Bowsher:

We are writing regarding the detailed analysis of the Department of Defense (DOD) 1995 base closure and realignment recommendations that the General Accounting Office (GAO) is required to submit (under Section 2903 (d) of Public Law 101-510, as amended) to the Congress and to the Defense Base Closure and Realignment Commission by April 15, 1995. We would like to reiterate to you our concern over the Defense Logistics Agency's (DLA) recommendation to close the Defense Distribution Depot Memphis, Tennessee (DDMT).

In the DOD 1995 Annual Report (page 146), Secretary William Perry states that there "are three guiding principles to the Department's BRAC process: improve military effectiveness, save money by reducing overhead, and conduct a fair and objective selection process." The Policy Guidance the secretary issued on January 7, 1994, also states that the Service and Defense Agency BRAC studies "must be based on analyses of the base structure by like categories of bases using: objective measures for the selection criteria, where possible..." It is clear to us and to the Memphis and DDMT communities that the process DLA used to reach the decision to close DDMT did not follow the secretary's instructions to be fair and objective while comparing like categories of bases.

An example of our concern is the Installation Military Value Analysis, where DLA defined Mission Scope as being largely dependent on portable functions and tenant activities. Four aspects of this decision disturb us. First, this practice resulted in an under-valuing of DDMT's permanent physical assets and such factors as operating costs.

Second, it seems to us that DLA established a BRAC study process which evaluated its depots based on the number of tenant functions located at each installation. In effect, DLA judged its facilities based not on the underlying military value of the installations themselves, but on how good of a host they were.

Third, the practice violated the DOD direction to objectively compare installations in like categories. Finally, the portability of the measured functions and tenant activities meant that DLA could influence the BRAC study outcome by using unilateral, non-BRAC actions.

We trust that your April 15 report will not only address the issue of whether DLA's recommendations are consistent with its own BRAC guidelines, but whether DLA's BRAC guidelines themselves were appropriate reflections of the letter and spirit of P.L. 101-510 and the DOD Policy Memoranda establishing the overall procedures and responsibilities for selecting realignment and closure candidates.

We appreciate your attention to our concern and look forward to receiving your analysis of DLA's BRAC recommendations and decision making process.

Sincerely,

5433 5-4

United States Senator

Congress of the United States House of Representatives Mashington, DC 20515

April 11, 1995

The Honorable Charles A. Bowsher Comptroller General of the United States General Accounting Office 441 G Street, N.W. Washington, DC 20548

Dear Mr. Bowsher:

We are writing to urge that the General Accounting Office (GAO) review the manner in which the U.S. Army prepared its recommendation to disestablish the Aviation and Troop Command (ATCOM) as part of the 1995 base closure process, and discuss the results of this review in your report to the Defense Base Closure and Realignment (BRAC) Commission

Established in 1991, ATCOM has sole responsibility for the research, development, engineering and logistical support for the Army's airborne systems and for field and troop support equipment. As the Army Public Affairs office noted in April 1994, ATCOM "is the only command in the Army that affects every soldier, every day." It operates from leased space at the St. Louis Federal Center, a facility owned by the General Services Administration.

As you know, the Army has recommended that ATCOM be disestablished and that its aviation functions be transferred to Redstone Arsenal; its soldier systems functions be transferred to Natick Research, Development and Engineering Center (RDEC); its communications and electronics functions be transferred to Fort Monmouth; and its automotive functions be transferred to Detroit Arsenal. We believe that this proposal is severely flawed based on our findings that in recommending ATCOM for closure, the Army:

- (1) failed to comply with the base closure law's requirement that all closure recommendations be based on the final selection criteria;
- (2) overestimated the cost savings to the government, which are much lower than represented;
- (3) failed to comply with the objectives of its own Stationing Strategy; and,
- (4) failed to consider more cost-effective alternatives.

These findings have led us to conclude that the Army deviated substantially from final criteria 1, 2, 3, 4 and 5 in recommending that ATCOM be closed.

We understand that by April 15 you must submit to the BRAC Commission an analysis of the Defense Department's recommendations and selection process. We would like to take this opportunity to present our findings regarding ATCOM that are of particular relevance to your analysis. We urge you to include these findings in your report to the BRAC Commission due to the serious errors made by the Army in recommending that ATCOM be closed.

FAILURE TO COMPLY WITH THE BASE CLOSURE LAW

As you know, the base closure law requires that the Defense Department make recommendations to close or realign military installations, including leased facilities, "on the basis of the force structure plan and the final criteria." In keeping with this requirement, the Defense Department delineated eight final criteria and instructed each Service to give priority consideration to the first four, which measure military value.

We have found that the Army failed to consider any of the military value criteria when selecting leased facilities for closure, despite the law's requirement that these facilities be evaluated in the same manner as other military installations. The Army's Management Control Plan for the 1995 base closure process indicates that the Army evaluated installations on the basis of the military value criteria during its "Installation Assessment" phase. It states that during this phase, "each category of installations is compared using a set of attributes," and that "each attribute is linked to one of the four DOD selection criteria that measure Military Value." This was the only phase of the Army's base closure selection process in which the first four criteria were used as the basis for developing closure recommendations.

The Army's <u>Management Control Plan</u> clearly shows that leased facilities were excluded from this phase of the process. These facilities were reviewed by the Army only <u>after</u> all other facilities had been evaluated on the basis of the first four criteria and had received military value rankings (see Attachment A).

In response to a question by the BRAC Commission regarding this apparent failure to analyze leased facilities based on the military value criteria, the Army stated that it "concluded that leased facilities in general, not necessarily the operations they house, have low military value." We question the validity of this statement, since we have found no evidence of such a determination having been made during the Army's base closure selection process. Furthermore, this statement could conceivably apply to facilities housing operations in every category of installations. In assigning weights to the final criteria, the Army gave Criteria 2 -- the availability and condition of land and facilities -- only 225 out of 1000 points. At the same time, the Army gave Criteria 1 -- mission requirements and operational readiness -- 450 out of 1000 points. It is evident, therefore, that the Army determined that facilities have low military value relative to the operations they house regardless of the installation category in which they were evaluated.

In the same response to the BRAC Commission, the Army stated that "the Army's leaders considered the military value of ATCOM in its deliberations." However, the minutes of the Army's deliberative meetings indicate that no such consideration occurred. In fact, the briefing slide proposing the closure of ATCOM that was presented to the Army's leaders on 20 December

1994 contained no military value rating by which to determine whether closure was appropriate. In contrast, the briefing slides for facilities in other installation categories <u>did</u> include military value ratings by which to determine whether closure was appropriate (see Attachment B). It appears from the Army's own documents, therefore, that its leadership based the decision to close ATCOM not on the basis of the eight final criteria as required by the law, but solely on the basis of a cost/savings analysis (which itself was flawed -- see below).

We believe the Army also violated the base closure law by attempting to realign the Systems Integration and Management Activity (SIMA) as part of its recommendation to close ATCOM. As you know, the base closure law applies to installations having at least 300 authorized civilian personnel. SIMA employs approximately 409 civilian personnel and is located in leased space in downtown St. Louis. It is functionally distinct from ATCOM and geographically distinct from the St. Louis Federal Center. Despite these facts, the Army included the transfer of SIMA to Redstone Arsenal within its proposal to disestablish ATCOM. The Army failed to perform an independent analysis of SIMA, including any consideration of the military value or other selection criteria in recommending that it be transferred. These errors constitute a violation of the base closure law.

In light of the above, it is evident that the Army did not simply deviate substantially from the four military value criteria in recommending ATCOM and other leased facilities for closure. It deviated entirely from these criteria by excluding leased facilities from its military value analysis of installations.

The Army's analysis of leased facilities for the 1995 base closure process differed from the manner in which these facilities were considered in 1993. During that base closure round, the Army considered leased facilities within categories associated with their individual missions, which enabled each to be evaluated on the basis of the military value criteria. It appears that the Army considered leased facilities differently in 1995 in order to address the 1993 BRAC Commission's suggestion that the Services include a separate category for leased facilities during the 1995 process. While the Army succeeded in addressing this suggestion, it clearly violated the requirements of the base closure law by failing to evaluate leased facilities on the basis of the military value criteria. It should be noted that the Army was the only Service to make this error; both the Navy and the Air Force performed military value analyses of their leased facilities.

OVERESTIMATION OF COST SAVINGS TO THE GOVERNMENT

We have found that in recommending that ATCOM be closed, the Army greatly overestimated the savings associated with this proposal. It made this error in large part by ignoring the GAO's determination that overall costs to the government must be considered in order to obtain an accurate understanding of the financial implications of an installation closure.

As you know, in prior base closure rounds the GAO recommended that the Defense Department consider the governmentwide costs and savings associated with base closure recommendations. The GAO stated in its report on the 1993 base closure process that

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DOD counts the reductions in rent as savings even when the buildings are federally owned facilities. In some cases, the moves require construction of new DOD facilities and the rental savings are used to offset and justify the construction costs. In actuality, this may not represent an overall savings to the government.

In preparing its analysis of installations for possible closure, the Army concurred with GAO's views as they pertain to leased facilities. The Army Basing Study's <u>BRAC 95 COBRA Input Procedures and Assumptions</u> states that

Lease costs present a specific case where the COBRA model is not designed to provide accurate modelling of the actual cost incurred by the government....Only by terminating the lease contract does the government receive a savings.

Despite this acknowledgment, the Army defied the GAO's determination when calculating the costs and savings associated with the closure of ATCOM. As noted above, ATCOM operates from leased space at the St. Louis Federal Center, which is owned by the General Services Administration (GSA). Consequently, the Army's departure from this space will not result in savings to the government because the GSA will continue to own the facility.

We were disturbed to learn that when challenged with the fact that departure from the St. Louis Federal Center would not generate the savings claimed, the Army continued to ignore the reality of the situation. In response to a question by the 1995 BRAC Commission about the efficiencies gained by moving ATCOM, the Army stated that "it is evident the restructuring of ATCOM provides both a financially and operationally sound opportunity to relocate from lease space to government-owned facilities." ATCOM is already in government-owned facilities; therefore, the Army's estimate of \$7.6 million in annual savings generated by vacating leased space at the St. Louis Federal Center cannot be considered a net savings to the government. Furthermore, the GSA has reported that ATCOM's closure would impose additional costs on the government.

We believe that the Army's interest in vacating ATCOM's leased space, taken in the context of the costs associated with moving ATCOM's functions to other facilities, is financially indefensible. The Army's own data indicates that the transfer of ATCOM's functions to the bases scheduled to receive them will result in higher overhead costs than currently paid at the St. Louis Federal Center. As Attachment C shows, the transfer of ATCOM's functions to the proposed receiving bases would increase the Army's annual overhead costs by 46 percent -- from \$7.6 million to \$11.1 million.

To these recurring overhead costs must be added the one-time costs associated with moving ATCOM's functions and necessary personnel to the proposed receiving bases. The Army itself estimates moving costs to be \$61 million and military construction costs to total \$59 million. These expenditures, combined with other one-time costs of approximately \$24 million, would result in total one-time costs of \$144 million solely to move ATCOM's activities and accommodate them at other installations. It is inconceivable to us that the Army would be willing to spend \$144 million, plus \$3.5 million annually in additional overhead costs, simply to vacate a GSA-owned facility in St. Louis.

While acknowledging these costs, the Army has justified the closure of ATCOM by asserting that it would generate \$47 million in savings annually due to the elimination of 1,022 civilian personnel.

We have found that the Army's personnel reduction expectations are seriously exaggerated. First of all, prior to the Defense Department's 1995 base closure announcement, ATCOM had in place plans to reduce civilian personnel by at least 445 positions through fiscal year 1999, in keeping with the Army's own projections of future personnel levels. Consequently, the Army's expectation that 1,022 personnel would be eliminated by this closure must be reduced by the number of positions that would have been eliminated regardless of any base closure actions. Secondly, the Army failed to account for the transfer of any support personnel from ATCOM to the proposed receiving bases. ATCOM officials have calculated that, based on Army guidance regarding the consolidation of units, 287 support positions must be added to the number of personnel expected to transfer with ATCOM's functions to the receiving bases.

In light of the above, the total number of civilian positions the Army can legitimately claim to eliminate by closing ATCOM is 290. These cuts would generate \$ 13 million in savings annually - 72 percent lower than the civilian personnel savings expected by the Army. These reduced savings, combined with \$144 million in one-time costs and \$11 million in recurring costs, would not result in a return on investment for at least half a century.

Alternatively, retaining ATCOM would allow the government to save \$144 million in onetime costs and \$11 million in annual overhead costs associated with performing ATCOM's functions at other bases. It would also generate at least \$20 million in savings annually through ATCOM's 1995-99 downsizing efforts and generate an immediate return on investment.

The Army understood the inadvisability of closing ATCOM during the last base closure round. In 1993, the Army acted on a recommendation by the 1991 BRAC Commission and evaluated the possibility of moving ATCOM's functions to Army-owned facilities. In its report to the 1993 BRAC Commission, the Army stated that "the high relocation costs make realignment or closure impractical and prohibitively expensive." We believe the information presented above confirms that this statement remains true today.

We hope you will give the above information full consideration as you prepare your report on the Defense Department's base closure recommendations and selection process. Based on our analysis, it appears that by failing to consider ATCOM and other leased facilities on the basis of the four military value criteria and by overestimating the savings associated with ATCOM's closure, the Army deviated substantially from final criteria 1, 2, 3, 4 and 5. We believe that these facts merit discussion in the GAO report to the BRAC Commission and the removal of ATCOM from the Defense Department's base closure and realignment list.

We appreciate you attention to this matter, which is of critical importance to our nation's defense capabilities and the citizens of the St. Louis area.

Sincerely,

Richard A. Gephard Richard A. Gephard Member of Congress

Member of Congress

William Clay
Member of Congress

Christopher S. Bond U.S. Senator

John Ashcroft U.S. Senator

6

United States Senate

WASHINGTON, DC 20510

April 11, 1995

The Honorable Charles A. Bowsher Comptroller General of the United States General Accouting Office 441 G Street, NW Washington, D.C. 20548

Dear Mr. Bowsher:

We are writing to request that the General Accounting Office review several issues relating to the realignment of Onizuka Air Station as part of the 1995 Base Realignment and Closure (BRAC) process.

As you know, Onizuka Air Station was recommended for major realignment by the Secretary of Defense, with much of its workload and personnel transferring to Falcon Air Force Base in Colorado. We question the military and fiscal justification for this realignment and believe it could have negative implications on U.S. national security, particularly with regard to the nation's satellite control network. In addition, the proposed realignment of Onizuka Air Station will have an adverse economic impact on California (a state disproportionately hard hit by military base closures), causing the loss of several thousand military, civilian and contractor jobs in the region.

As part of GAO's analysis into BRAC 95, we would like you to review the following issues relating to the recommended realignment of Onizuka Air Station:

- 1. Apparently, as a result of suggestions following BRAC 93, the Air Force adopted a mathematical approach for evaluating bases in BRAC 95. However, despite the objective "green/yellow/red" grades assigned to various categories for different bases, the final rating of bases was made via a subjective tiering process. In this process, each member of the Air Force Base Closure Executive Group voted on the tiering of a particularly base. This subjective ballot process makes the analytical and objective analysis more difficult to audit the outcome of the decision process. What evidence is available to determine that the Air Force closure and realignment process selected bases in an accurate and fair manner? What is the GAO basis for making this determination?
- 2. Despite the continued presence of Air Force and tenant activities and personnel at Onizuka Air Station following any BRAC action, the Air Force cost estimates predict an annual saving of more than \$10 million in Real Property Maintenance Activities (RPMA) and Base Operating Support (BOS) costs. Are these high savings estimates accurate?

The Honorable Charles A. Bowsher April 11, 1995 Page 2

- 3. According to the base questionnaire for Onizuka Air Station, there is a 75 percent decrease in mission requirements expected over the next ten years. This statement greatly impacted Onizuka Air Station's rating in the "satellite control operations" subcategory and may have impacted the base's overall tiering status. What is the basis for such a reduction in mission requirements? Does this statement reflect Air Force or other tenant activities? If reflective of other tenant and not Air Force activities, is it fair to penalize Onizuka Air Station in the "satellite control operations" subcategory?
- 4. The Air Force claims that only one satellite control node is needed and there is excess capacity in the satellite control bases category. However, the analysis of excess mission capacity is not revealed in any detail in any of the BRAC documents. We believe that national security may dictate that two nodes are needed to ensure that there are back-up and redundant capabilities in the event of war, natural disaster, sabotage, etc. Apparently, there have been instances in the past -- such as the "backhoe" incident -- where satellite control and/or communication functions have been disrupted at Falcon AFB. Did the GAO review the Air Force's analysis that only one satellite control node is required? What are the implications to U.S. national security of Onizuka Air Station's realignment?
- 5. The base questionnaires state that figures on operational capacities and core requirements for the satellite control bases are maintained separately and are classified. Was this classified material given appropriate weight in the "green/yellow/red" analysis and the final tiering process? Was this classified material taken into consideration in making the determination that there are no unique facilities at Onizuka Air Station?
- 6. According to responses provided to Senator Feinstein, there were discussions between the Air Force and tenants at Onizuka Air Station concerning the BRAC 95 process and future mission projections. However, these discission were held on a working level and no record of this communication was kept. Why were no records kept of integral discussions impacting the BRAC 95 process and the decision to recommend Onizuka Air Station for realignment? Can GAO investigate this matter and determine if these discussions where held in accordance with BRAC policy and guidelines?
- 7. The base questionnaire for Onizuka Air Station states that the base has sufficient capacity to accomplish all core operations for both satellite control nodes. The base questionnaire for Falcon AFB states that the base does not have

The Honorable Charles A. Bowsher April 11, 1995 Page 3

sufficient capacity to accomplish all core operations for both satellite control nodes. Nevertheless, the Air Force recommended realigning Onizuka Air Station and transferring much of its workload to Falcon AFB. What is the justification for these statements? What is the estimated cost of upgrading Falcon AFB to accommodate the task now performed by Onizuka Air Station?

- 8. Under the Air Force's BRAC process, the one time cost to close Falcon AFB and move its functions to Onizuka Air Station are estimated at \$575 million. However, we understand that most of these costs relate to one facility, the National Test Facility. Did the Air Force consider a scenario of realigning Falcon AFB, leaving the National Test Facility as a stand-alone facility, thereby reducing substantially the one-time implementation cost? If so, what where the results? If not, why?
- 9. The Onizuka Air Station base questionnaire states that there are no unique or one-of-a-kind Air Force facilities at the base. However, officials at Onizuka Air Station have compiled a list of numerous unique facilities, equipment and missions at the base. Why is there a discrepancy between the base questionnaire for Onizuka Air Station and the information supplied by the base regarding unique facilities? Did the base questionnaire take into account unique non-Air Force facilities that are an integral part of Onizuka Air Station's mission?

Thank you, in advance, for reviewing these important issues. As the BRAC 95 process is already underway and the Onizuka Air Station base visit and regional hearing are at the end of the month, we would appreciate your prompt attention to this timesensitive matter.

Sincerely,

Dianne Feinstein United States Senator Barbara Boxer United States Senator

Congress of the United States House of Representatives

Washington, DC 20515

April 12, 1995

The Honorable Charles A. Bowsher, Comptroller General U.S. General Accounting Office 441 G Street, NW Washington, D.C. 20548

Dear Comptroller Bowsher:

As part of your analysis of the selection process used by the Department of Defense in preparing recommendations to restructure our nation's military bases, we request that you consider the following questions relating to the realignment of the 750th Space Group from Onizuka Air Force Station and the 129th Rescue Group from Moffett Federal Airfield in California.

750th Space Group, Onizuka Air Force Station

- 1. The Base Closure and Realignment Commission (BRAC) process is designed to provide open and independent review of the decision process within the Military Services and the Department of Defense to ensure DOD recommendations are both fair and accurate. For the 1995 decision round, the Air Force implemented a mathematical approach for determining the relative grades of base restructuring options. This was done to improve the decisionmaking process by establishing clear, objective criteria under which different options would be graded. Despite the analytical process put in place by the Air Force, the final decision to select bases for closure and realignment appears to have been done by secret ballot within the BRAC Executive Group at the Pentagon. Such an action would reject the notion of objective decisionmaking and make the earlier transparent steps irrelevant and useless for auditing the outcome of the decisionmaking process. What evidence is available to determine that the closure and realignment process selected restructuring or closure options in an accurate and fair manner? What is GAO's basis for attempting to make this determination?
- 2. The Air Force analysis of excess mission capacity is not revealed in any detail in the documents provided to the BRAC Commission, yet we have reason to believe that the history of Falcon Air Force Base (AFB) would suggest there is a need for functional backup for our nation's military satellite control activities. Specifically, we believe that a recent incident with a "backhoe" tractor caused the Falcon system to fail for several hours making Onizuka the only control node available. Please review the excess capacity analysis conducted by the Air Force and provide us all information regarding the "backhoe" incident and any others which have induced system failures.
- 3. The Cost of Base Realignment Actions (COBRA) analyses performed by the Air Force predict an annual savings of over \$10 million dollars in Real Property Maintenance Account (RPMA) and Base Operation Support (BOS) costs. We believe GAO should review these very high savings estimates.

- 4. Records provided to Congress indicate that between December 19, 1994 and February 21, 1995, the COBRA figures for the 750th's move to Falcon AFB were revised at least five times, each time producing figures improving the economic case for the move. For example, COBRA estimates for the "1-time total cost" for the move decreased from \$290.6 million on December 6, 1995 to \$124 million on February 21, 1995. What were the factors and variables which can account for such a decline in the time period discussed?
- 5. In response to the question of future workload, the Onizuka staff predicted a level workload requirement and responded to the Air Force questionnaires accordingly, yet the data provided to the BRAC Commission on this point indicates a reduction of 75 percent in Onizuka workload. What is the basis for such a reduction?
- 6. What is the estimated cost of upgrading Falcon AFB to accommodate all tasks now performed by Onizuka? Please answer in light of the Falcon questionnaire response indicating that "this installation does not have sufficient capacity to accomplish all core operations."
- 7. The Air Force analysis comparing Onizuka to Falcon makes no reference to a classified annex that was submitted with the questionnaire. Was this classified annex taken into consideration in making the determination that there are no unique facilities at Onizuka? Was the classified annex given appropriate weight in the "red, yellow, green" analysis and the final decisionmaking process?

129th Rescue Group, Moffett Federal Airfield Air Guard Station

- 1. The relocation of the 129th from Moffett Federal Airfield appears to be an unusual proposal to be included in the BRAC process inasmuch as the number of civilian employees falls under the BRAC threshold of 300 civilian employees. The usual BRAC analysis has not been conducted for these realignments, at least not according to the limited documentation available at the Commission. What is the basis for this realignment? Who initiated the action?
- 2. The study of the cost of the 129th's realignment has just recently been initiated by the Air Force and is not yet complete, so we believe that there is no foundation for the costs provided in the Air Force recommendations. We would like your analysis of the source of the reported cost figures as well as their accuracy.
- 3. The Base Closure Executive Group directed several adjustments to the Air Force site survey. The adjustments include deletions of \$6.4 million for the HQ/Flying SQD OPS; \$260,000 for a Vehicle Maintenance Canopy, \$1.4 million for Unit Supply Warehouse; and \$1.4 million for other buildings. These adjustments lower the initial cost of the realignment by half and appear arbitrary. This is particularly relevant inasmuch as there will be a shortage of 220,000 square feet of space at McClellan relative to the 129th's current occupancy at Moffett. Please provide your analysis of these adjustments and whether they were properly justified.

Comptroller Bowsher, we believe careful consideration of these questions is essential to ensuring GAO's informed reporting of the details about the current BRAC to the BRAC Commission. While the benefits of defense downsizing are important, we believe it is our responsibility to point out inconsistencies in the BRAC process which may circumvent fair and open procedures, increase the cost of military downsizing, and undermine our national defense.

We thank you for your attention to these matters and ask for responses to our inquiries be completed before April 17, 1995. If you have questions or require additional information, please contact John Flaherty (Rep. Eshoo) at 225-8104 or Frank Paganelli (Rep. Mineta) at 225-2632.

Sincerely,

Anna G. Eshoo, M.C.

Norman Y. Mineta, M.C.

AGE:las

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CONGRESS OF THE UNITED STATES

HOUSE OF REPRESENTATIVES
April 14, 1995

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VA. HUD, AND INDEPENDENT AGENCIES

BUDGET COMMITTEE

STANDARDS OF OFFICIAL CONDUCT REPUBLICAN WHIP ORGANIZATION

faxed to Office of Congressional Affairs. 14 Ap 95

The Honorable Charles A. Bowsher Comptroller General U.S. General Accounting Office 441 G Street, N.W. Washington, DC 20548

Dear Mr. Bowsher:

I am writing in regard to <u>Military Bases</u>: <u>Analysis of DOD's 1995</u>

<u>Process and Recommendations for Closure and Realignment</u> (GAO/NSIAD-95-133,

<u>April 1995</u>). This GAO review is required by the Defense Base Closure and

Realignment Act of 1990 (PL 101-510), as amended.

In the Air Force section, you comment in general on many deficiencies in the way the process was run by that branch of the Armed Services. However, at the bottom of page 58 you state "While we have some concerns about the Air Force's process, we found no information that would lead us to question 15 of the 23 decisions."

Although apparently one of the 15 decisions with which GAO found no problem, the Springfield-Beckley Air National Base should have been questioned by the GAO. The Air Force, itself, has already repudiated their estimates which you blithely reproduce—giving them a credibility they do not deserve—on page 65. In light of this, I want to know why GAO does not question the Springfield decision.

Please furnish me with copies of all of the data used by the GAO to draw this conclusion, and the times of any site visits to Springfield.

As a member of both the Appropriations Committee and the Budget Committee, I know the regard given GAO reports and also know that GAO officials would not want to leave an incorrect impression.

Thank you.

Member of Congress

DLH/kak

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Congress of the United States House of Representatives Washington, DC 20515

April 25, 1995

Mr. Barry W. Holman
Assistant Director, National Security and
International Affairs Division
U.S. General Accounting Office
441 G Street, NW
Washington, DC 20548

Dear Mr. Holman:

The City of Indianapolis NAWC task force prepared an assessment of the Military Value and COBRA analyses performed by the Navy upon which the closure recommendation was based for the Naval Air Warfare Center, Indianapolis. The task force's review found serious scoring flaws in the military value analysis. It also found important discrepancies between the data call submissions and the values used in the final COBRA closure scenario, as well as several fundamental flaws in the analysis itself. A copy of the task force's assessment was provided to the GAO by the city.

We were quite disturbed that your report, Issued April 14, did not discuss the major scoring errors in the military value assessment, and only briefly noted concerns about the accuracy of the COBRA analysis. During a March 30 meeting with Kevin Long, of Congressman Burton's staff, and a teleconference with several people on the city's task force, you, David Warren, Richard Roscos, and another gentleman indicated that even though the GAO would not have completed an entire review of the serious scoring errors in the COBRA and military value scenarios run by the Navy on NAWC, indy, that the GAO would follow up with a subsequent, in depth, review after your lengthy legally required report had been submitted to Congress. To date we have heard nothing, and it was our understanding that it was the GAO's intention to complete this review, or at the very least express concern to the BRAC commission about the questionable validity of the Navy's results.

We realize the GAO was under serious deadline pressures, but the errors found are so serious as to require special attention. It is imperative that you work closely with the BRAC staff to clear up these problems. Only a thorough review and correction of the flawed results will provide the BRAC commission with an accurate evaluation of

Mr. Barry Holman 4/25/95 pg. 2

the importance of NAWC Indianapolis to the future of the Navy, and specifically to DOD acquisitions. The Indianapolis task force, which helped prepare the city's assessment, as well as our staffs are available to discuss our concerns and ready to provide any assistance you might need.

We appreciate your prompt attention to our request, as it is imperative that this situation be taken care of prior to the BRAC decision-making process next month.

Sincerely,

Dan Burton

Member of Congress

Andy Jacobs

GAO/NSIAD-95-133S Military Bases

Member of Congress

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GAO

Report to the Congress and the Chairman, Defense Base Closure and Realignment Commission

April 1995

MILITARY BASES

Analysis of DOD's 1995 Process and Recommendations for Closure and Realignment





United States General Accounting Office Washington, D.C. 20548

National Security and International Affairs Division

B-261024

April 14, 1995

To the President of the Senate and the Speaker of the House of Representatives

The Honorable Alan J. Dixon Chairman, Defense Base Closure and Realignment Commission

The Secretary of Defense announced his 1995 recommendations for base closures and realignments to the Defense Base Closure and Realignment Commission on February 28, 1995. This report responds to the Defense Base Closure and Realignment Act of 1990 (P.L. 101-510), as amended, which requires that we provide the Congress and the Commission, by no later than April 15, 1995, a report on the recommendations and selection process. We have identified issues for consideration by the Commission as it completes its review of the Secretary of Defense's recommendations. Given that this is the last of three biennial reviews authorized under the 1990 act, we are also including matters for consideration by the Congress regarding the potential need for continuing legislation to authorize further commission reviews and authorize changes, as needed, to prior decisions.

We are sending copies of this report to the Chairmen, Senate Committee on Appropriations, Subcommittee on Defense; Senate Committee on Armed Services; House Committee on Appropriations, Subcommittee on National Security; House Committee on National Security; the Secretaries of Defense, the Army, the Navy, and the Air Force; and the Directors of the Defense Logistics Agency and the Defense Investigative Service. We will make copies available to others on request.

This report was prepared under the direction of David R. Warren, Director, Defense Management and NASA Issues, who may be reached on (202) 512-8412 if you or your staff have any questions. Other major contributors are listed in appendix VI.

Charles A. Bowsher Comptroller General of the United States

Henry I Shamed

Purpose

On February 28, 1995, the Secretary of Defense recommended closures, realignments, and other actions affecting 146 domestic military installations. Of that number, 33 were described as closures of major installations, and 26 as major realignments; an additional 27 were changes to prior base closing round decisions. The Secretary projects that the recommendations, when fully implemented, will yield \$1.8 billion in annual recurring savings. As required by the Defense Base Closure and Realignment Act of 1990, as amended, this report presents GAO's analysis of the Secretary's recommendations and the selection process used by the various defense components.

Background

Closing unneeded military facilities is not easy, partly because of public concern about the effects on communities and their economies and concerns about the impartiality of the decision-making process. To overcome impediments to base closures, Congress enacted legislation in 1988 (P.L. 100-526) that facilitated a successful round of base closures. Because of that success, Congress enacted the 1990 Defense Base Closure and Realignment Act (Title XXIX, P.L. 101-510), which authorized base closure rounds in 1991, 1993, and 1995. The 1990 legislation outlined a process to close and realign military installations, including the establishment of an independent, bipartisan commission to review the Secretary of Defense's closure recommendations. Base realignment and closure (BRAC) rounds in 1988, 1991, and 1993 resulted in decisions to fully or partially close 70 major domestic bases and to close, realign, or otherwise downsize hundreds of other bases, installations, and activities. DOD estimates that when fully implemented, these actions will produce savings of \$4 billion per year.

The current BRAC round retained basically the same requirements and procedures as those in 1993. It included the requirement to use certified data, that is, information that was accurate and complete to the best of the originator's knowledge and belief. This requirement was designed to overcome concerns about the consistency and reliability of data used in the process. For the 1995 round, DOD emphasized the exploration of opportunities for cross-service use of common support assets. It therefore established cross-service review groups to provide the services with alternatives for realignments and closures in the areas of depot maintenance, laboratories, test and evaluation facilities, undergraduate pilot training, and medical treatment facilities.

As before, the Secretary's recommendations were to be based on selection criteria established by DOD and on a 6-year force structure plan. As indicated in table 1, DOD established eight selection criteria; they have remained unchanged since 1991.

Table 1: DOD Criteria for Selecting Bases for Closure or Realignment

Category	Criteria
Military value (priority consideration is to be given to the four military value	Current and future mission requirements and the impact on operational readiness of DOD's total force.
criteria)	The availability and condition of land, facilities, and associated airspace at both the existing and potential receiving locations.
	The ability to accommodate contingency, mobilization, and future total force requirements at both the existing and potential receiving locations.
	4. Cost and manpower implications.
Return on investment	5. The extent and timing of potential costs and savings, including the number of years, beginning with the date of completion of the closure or realignment, for the savings to exceed the costs.
Impact	6. The economic impact on communities.
	7. The ability of both the existing and potential receiving communities' infrastructures to support forces, missions, and personnel.
	8. The environmental impact.

Results in Brief

Although the Department of Defense (DOD) has in recent years undergone substantial downsizing in funding, personnel, and force structure, commensurate infrastructure reductions have not been achieved. Despite some progress in reducing excess infrastructure, it is generally recognized that much excess capacity will likely remain after the 1995 BRAC round. This view is supported by the military components' and cross-service groups' analyses, which showed far greater excess capacity than will be eliminated by the Secretary's recommendations. Currently, DOD projects that its fiscal year 1996 budget represents, in real terms, a 39-percent reduction to its fiscal year 1985 peak of recent times. By way of comparison, its 1995 BRAC recommendations would produce cumulative BRAC reductions of 21 percent in inventory of major domestic bases since 1988.

DOD'S 1995 BRAC process was generally sound and well documented and should result in substantial savings. However, the recommendations and selection process were not without problems and, in some cases, raise questions about the reasonableness of specific recommendations. At the same time, GAO also noted that improvements were made to the process from prior rounds, including more precise categorization of bases and activities; this resulted in more accurate comparisons between like facilities and functions and in better analytical capabilities.

GAO raises a number of issues it believes need attention by the Congress and the Commission in considering DOD's recommendations:

- DOD's attempt at reducing excess capacity by suggesting cross-service
 opportunities to the services facilitated some important results. However,
 agreements for consolidating similar work done by two or more of the
 services were limited, and opportunities to achieve additional reductions
 in excess capacity and infrastructure were missed. In particular, this was
 the case at depot maintenance activities and laboratory facilities.
- Although the services have improved their processes with each succeeding BRAC round, some process problems continued to be identified. In particular, the Air Force's process remained largely subjective and not well documented; also, it was influenced by preliminary estimates of base closure costs that changed when more focused analyses were made. For these and other reasons, GAO questions a number of the Air Force's recommendations. To a less extent, some of the services' decisions affecting specific closures and realignments also raise questions. For example, the Secretary of the Navy did not consistly apply DOD's criteria when he excluded certain facilities from closure for economic impact reasons. Because the legislation authorizing BRAC expires this year, some process will be needed to handle changes and problems that arise during implementation of this and earlier rounds.

Principal Findings

BRAC Savings Are Expected to Be Substantial, but Estimates Are Preliminary

GAO estimates that the 20-year net present value of savings from DOD's recommendations will be \$17.3 billion, with annual recurring savings of almost \$1.8 billion. GAO notes that these estimates are not based on budget quality data and are subject to some uncertainties inherent in the process. However, GAO believes the savings will still be substantial. At the same

time, it should be noted that environmental restoration was not a factor in the DOD base closure decision-making process, and such restoration can represent a significant cost following a base closure.

DOD and its components improved their cost and savings estimates for BRAC 1995 recommendations. In developing cost estimates, they took steps to develop more current and reliable sources of information and placed greater reliance, where practicable, on standardized data. Some components sought to minimize the costs of base closures by avoiding unnecessary military construction. For example, the Navy proposed a number of changes to prior BRAC decisions that will further reduce infrastructure and avoid some previously planned closure costs.

GAO has identified a number of instances where projected savings from base closures and realignments may fluctuate or be uncertain for a variety of reasons. They include uncertainties over future locations of activities that must move from installations being closed or realigned and errors in standard cost factors used in the services' analyses. Additionally, some projected savings involve salaries for military personnel associated with BRAC reductions. It is not clear that such positions are always eliminated from the force structure. GAO completed a number of sensitivity tests to assess the potential impact of these various factors on projected costs and savings and found that they had a rather limited impact.

It should be noted that shortly after the Secretary of Defense announced his list of proposed closures and realignments, most DOD components began undertaking more rigorous assessments of expected costs of implementing the recommendations as a basis for developing budget quality data. Such efforts are currently underway primarily in the Army and Air Force, and to less extent in the Navy.

Service Recommendations Will Reduce Infrastructure, but With Little Gain in Cross-Servicing

The BRAC 1995 process reduced some infrastructure in common support areas such as hospitals and pilot training facilities. However, the lack of progress in consolidating similar work done by two or more of the services limited the extent of infrastructure reductions that could have been achieved.

DOD tried to strengthen the 1995 BRAC process by establishing cross-service groups to provide the services with proposals for consolidating similar work in the areas of depot maintenance, laboratories, test and evaluation facilities, undergraduate pilot training, and medical treatment facilities.

However, in the laboratories and test and evaluation areas, the cross-service groups were narrowly focused, and their initial proposals represented minor workload shifts that offered little or no opportunity for a complete base closure or cost-effective realignment. While the depot maintenance group identified excess capacity of 40.1 million direct labor hours, the services' recommendations would eliminate only half that amount. DOD received the services' recommendations too late in the process for meaningful give-and-take discussions to achieve greater consolidations. More time for such interactions and stronger DOD leadership will be required should there be future BRAC rounds.

DOD Components' Processes Were Sound, With Some Exceptions

While GAO found the components' processes for making their recommendations were generally sound and well supported, it did have some concerns. This was particularly the case as it related to the Air Force. Regarding the Air Force, key aspects of its process remained largely subjective and not well documented. Documentation of the Air Force's process was too limited for GAO to fully substantiate the extent of Air Force deliberations and analyses.

However, GAO determined that the initial analytical phases of the Air Force process were significantly influenced by preliminary estimates of base closure costs. For example, some bases were removed from initial consideration based on these estimates. Also, in some instances, closure costs appeared to materially affect how the bases were valued. For example, Rome Laboratory, in Rome, New York, was ranked high for retention purposes largely because of projected high closure costs. When the Air Force later looked at the laboratory at the suggestion of a cross-service group, it found that the closing costs were much lower. Consequently, the Air Force recommended closure of the laboratory. Without the cross-service group's suggestion, the Air Force might have missed this opportunity to reduce excess capacity and produce savings. The Air Force's more numerous recommendations on Guard and Reserve activities were developed outside its process for grouping or tiering bases for retention purposes, and were based largely on cost-effectiveness.

Regarding the Navy, the Secretary of the Navy's actions excluded four activities in California from consideration for closure because of concerns over the loss of civilian positions. For the activities in California, he based his decision on the cumulative economic impact of closures from all three BRAC rounds. But the economic impact of the four California activities, as defined by Office of the Secretary of Defense (OSD) criteria, is less for

individual localities than that for similar activities recommended for closure either by the Navy or by other DOD components. However, OSD did not take exception to this inconsistency.

Regarding the Army, it did not fully adhere to its regular process for installations in assessing military value when recommending minor and leased facilities for closure. In selecting 15 minor sites for closure, the Army based its decision on the judgment of its major commands that the sites were excess and of low military value. In considering leased facilities, the Army relied on its stationing strategy and its guidance to reduce leases but did not assess the facilities separately as it did for other installations. The decisions were arrived at through some departure from the process used for installations.

Some Service Recommendations Raise Issues That Should Be Considered by the BRAC Commission

GAO generally agrees with the Secretary's recommendations. However, it has specific unresolved questions about a number of Air Force recommendations and to much less extent the other components' recommendations. The following are some examples.

Even though the Air Force recognized that it had excess capacity at its five maintenance depots and was considering closing two, it opted late in the process to realign the workload rather than close any depots. However, the Air Force based its decision on preliminary data from incomplete internal studies on the potential for consolidating and realigning workload and reducing personnel levels at the depots. Some of these studies were completed after DOD's BRAC report was published and do not fully support the BRAC-recommended consolidations. These recommended consolidations appear to expand the workload at some depots that are in the process of downsizing. Thus, the Air Force's recommendation may not be cost-effective and does not solve the problem of excess depot capacity.

The Air Force also proposed the realignment of Kirtland Air Force Base, New Mexico, because it rated low relative to the other five bases in the same category. Again, closure costs appeared to heavily influence this base's rating. However, in the military value criterion most important to this group of bases, mission requirements, Kirtland rated among the highest of the six bases. Kirtland's realignment would reduce the Air Force's operational overhead, including support previously provided to the Department of Energy (DOE) and its Sandia National Laboratory located on Kirtland. However, the Air Force's savings could mean an increase in base operational support costs borne by DOE. As GAO has recommended in the

past, it believes DOD should consider the impact of significant government-wide costs in making its recommendations.

The Army's proposed realignment of the Letterkenny Army Depot has generated some concerns not only about the completeness of closure cost data but also about the extent to which the current BRAC recommendation represents a change from a 1993 BRAC decision. BRAC 1993 produced a decision to consolidate all tactical missile maintenance at one location—Letterkenny. The Army's 1995 BRAC recommendation would split up some of the work by transferring the missile guidance system workload to Tobyhanna Army Depot while preserving the tactical missile disassembly and storage at Letterkenny. Maintenance on the associated ground support equipment, such as trucks and trailers, would be done at Anniston Army Depot. There are differences of opinion concerning the impact that separating these functions would have on the concept of consolidated maintenance.

GAO also noted that the services considered closing a number of bases, but ultimately rejected them for operational and cost considerations.

Future BRAC Legislation May Be Needed to Reduce Remaining Excess Activities According to DOD, its major domestic bases will be reduced by 21 percent after implementation of all BRAC recommendations from the current and prior rounds; however, DOD fell short of meeting the goal it established for BRAC 1995. To bring DOD's base infrastructure in line with the reductions in force structure, DOD's goal for the 1995 round was to reduce the overall DOD plant replacement value by at least 15 percent—an amount at least equal to the three previous base closure rounds. However, DOD's 1995 recommended list of base closures and realignments is projected to reduce the infrastructure by only 7 percent.

The Secretary of Defense recently stated that excess infrastructure will remain after BRAC 1995, and he suggested the need for additional BRAC rounds in 3 to 4 years, after DOD has absorbed the effects of recommended closures and realignments. However, the current authority for the BRAC Commission expires with the 1995 round. Should the Congress seek further reductions, some process will be needed. The current BRAC process, while not without certain weaknesses, has proven to be effective in reducing Defense infrastructure. Also, without new BRAC legislation, there is no process to approve modifications of BRAC decisions if implementation problems arise. BRAC Commissions in 1991 and 1993 ruled

on changes to prior BRAC round decisions, and GAO sees nothing to indicate that changes may not occur in the future.

Matters for Congressional Consideration

GAO suggests that as the Congress considers the need for future defense infrastructure reductions, it consider a process similar to that authorized in the 1990 BRAC legislation. In the meantime, it should also consider legislation to provide a process for reviewing and approving changes to prior BRAC decisions, should DOD components face difficulties in implementation.

Recommendations

GAO is making recommendations to the Secretaries of Defense and the Air Force to strengthen DOD's process should there be future BRAC rounds. It is also making recommendations to the Base Closure and Realignment Commission for its consideration.

Agency Comments

GAO did not request written comments from the Department of Defense. However, GAO informally discussed its findings, conclusions, and recommendations with DOD officials and included their comments where appropriate.

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Abbreviations

AAA	Army Audit Agency
ABM	Anti-Ballistic Missile
AFAA	Air Force Audit Agency
AFB	Air Force Base
AFEWES	Air Force Electronic Warfare Evaluation Simulator
AFMC	Air Force Materiel Command
AFRES	Air Force Reserve
AGMC	Aerospace Guidance and Metrology Center
AGS	Air Guard Station
ALC	Air Logistics Center
AMSA	Area Maintenance Support Activity
ARB	Air Reserve Base
ARS	Air Reserve Station
ASO	Aviation Supply Office
ATCOM	Aviation Troop Command
BEA	Bureau of Economic Analysis
BLS	Bureau of Labor Statistics

BOS	Base Operating Support
BRAC	Base Realignment and Closure
BSAT	Base Structure Analysis Team
BSEC	Base Structure Evaluation Group
C4I	Command, Control, Communications, Computers, and
	Intelligence
CERCLA	Comprehensive Environmental Response, Compensation
	and Liabilities Act
CHAMPUS	Civilian Health and Medical Program of the Uniformed
	Services
COBRA	Cost of Base Realignment Actions
DCMC	Defense Contract Management Command
DCMD	Defense Contract Management District
DCSC	Defense Construction Supply Center
DDCO	Defense Depot Columbus, Ohio
DDMT	Defense Depot Memphis, Tennessee
DDOU	Defense Depot Ogden, Utah
DDRV	Defense Depot Richmond, Virginia
DFSC	Defense Fuel Supply Center
DGSC	Defense General Supply Center
DIS	Defense Investigative Service
DISC	Defense Industrial Supply Center
DLA	Defense Logistics Agency
DLSC	Defense Logistics Services Center
DOD	Department of Defense
DOD IG	Department of Defense, Inspector General
DOE	Department of Energy
DOSO	DLA's Operations Support Office
DPSC	Defense Personnel Support Center
DRMS	Defense Reutilization And Marketing Service
DSDC	DLA Systems Design Center
EFA NW	Engineering Field Activity Northwest
EIG	Engineering Installation Group
FISC	Fleet and Industrial Supply Center
GSA	General Services Administration
IAP	International Airport
IG	Inspector General
IC&AD	Investigations Control and Automation Directorate
ICP	Inventory Control Point
ISSC	Information Systems Software Command
IUSS	Integrated Undersea Surveillance System

JPAT Joint Process Action Team

LANTIRN Low Altitude Navigation and Targeting Infrared System

(Night)

LMI Logistics Management Institute

MCAS Marine Corps Air Station
MSA Metropolitan Statistical Area

NADEP Naval Aviation Depot

NAESU Naval Aviation Engineering Service Unit

NAF Naval Air Facility
NAS Naval Air Station

NATSF Naval Air Technical Services Facility

NAVFAC Naval Facility

NAVMASSO Naval Management Systems Support Office

NAVSEA Naval Sea Systems Command
NAWC Naval Air Warfare Center
NBDL Naval Biodynamics Laboratory

NCCOSC Naval Command, Control, and Ocean Surveillance Center

NHRC Naval Health Research Center
NISE Naval In-Service Engineering

NISMC Naval Information Systems Management Center

NMRI Naval Medical Research Institute

NPRDC Navy Personnel Research and Development Center

NPS Nuclear Power School

NPV Net Present Value

NRC Naval Reserve Center

NRD Naval Recruiting District

NRL Naval Research Laboratory

NSWC Naval Surface Warfare Center

NSY Naval Shipyard

NTC Naval Training Center

NTTC Naval Technical Training Center
NUWC Naval Undersea Warfare Center
NWAD Naval Warfare Assessment Division
OEA Office of Economic Adjustment
OMB Office of Management and Budget

ONR Office of Naval Research

OSD Office of the Secretary of Defense

PWC Public Works Center

R&D Research and Development

RDT&E Research, Development, Test, and Evaluation
REDCAP Real-Time Digitally Controlled Analyzer Processor

REDCOM Readiness Command
ROI Return on Investment

SAILS Strategic Analysis of Integrated Logistics Systems

SDIV Southern Division

SIMA Shore Intermediate Maintenance Activity

SIOP Single Integrated Operational Plan

SPAWAR Space and Naval War Systems Command

SRF Ship Repair Facility

SSN Attack Submarine, Nuclear-Powered

SUPSHIP Supervisors of Shipbuilding, Conversion and Repair

UPT Undergraduate Pilot Training
WDIV Engineering Field Activity West

Introduction

In recent years, the Department of Defense (DOD) has seen substantial reductions in its funding, personnel, and force structure, and to less extent in its facilities infrastructure. DOD's attempts to close and realign military bases represent an opportunity to ensure that scarce defense resources are devoted to the most pressing operations and investments rather than to maintenance of unneeded property, facilities, and overhead.

On February 28, 1995, the Secretary of Defense announced recommendations for closures, realignments, and other actions affecting 146 domestic military installations. Of that number, the Secretary described 33 as being closures of major installations and 26 as major realignments; 27 were requested changes to prior BRAC round decisions. The recommendations were submitted to the Defense Base Closure and Realignment Commission, which will consider them as it develops its list of proposed closures and realignments for the President and the Congress. This year's efforts will mark the fourth round of major base closures since 1988.

Previous Base Closure and Realignment Efforts

Historically, closing unneeded facilities has not been easy, partially because of the public's concerns about the effects of closures on communities and their economies and about the impartiality of the decision-making process. Additionally, 1970s legislation requiring congressional notification of proposed closures and preparation of economic, environmental, and strategic consequence reports greatly impeded base closure efforts. Legislation enacted in 1988 (P.L. 100-526) facilitated a successful round of base closure decision-making. It outlined a special process for considering base realignment and closure (BRAC) actions, authorized a special commission to review proposed closures and realignments, and provided relief from certain statutory provisions that hindered the base closure process.

In 1990, acting without use of special enabling legislation, the Secretary of Defense found it difficult to initiate, and could not complete, additional base realignment and closure actions. Concerned about the Secretary's proposals in January 1990, the Congress passed the Defense Base Closure and Realignment Act of 1990 (Title XXIX, P.L. 101-510), which halted any major closures unless DOD followed the new act's requirements. The act created the independent Defense Base Closure and Realignment Commission; it also outlined procedures, roles, and time lines for the President, the Congress, DOD, us, and the Commission to follow. It required that all bases be compared equally against (1) selection criteria to be

developed by DOD and (2) DOD's current force structure plan. The legislation mandated rounds of BRAC reviews in 1991, 1993, and 1995.

For the 1991 and 1993 rounds under the 1990 legislation, the services and defense agencies submitted their candidates for closure and realignment to the Secretary of Defense for his review. After reviewing these candidates, the Secretary submitted his recommendations to the BRAC Commission for its review. The BRAC Commission, which could add, delete, or modify the Secretary's recommendations, then submitted its recommendations to the President for his consideration. The President could either accept or reject the Commission's recommendations in their entirety; if he rejected them, the Commission could give the President a revised list of recommendations. If the President accepted the Commission's recommendations, he forwarded the list to the Congress, and the list became final unless the Congress enacted a joint resolution disapproving it in its entirety.

By Dod's count, base closure rounds in 1988, 1991, and 1993 produced decisions to fully or partially close 70 major domestic bases and close, realign, or otherwise downsize scores of other bases, installations, and activities. The number of bases recommended for closure or realignment in a given BRAC round is often difficult to tabulate precisely because closure decisions are not necessarily complete closures and closures vary in size. The term base closure often conjures up the image of a larger facility being closed than may actually be the case. Military installations are rather diversified and can include a base, camp, post, station, yard, center, home port, or leased facility. Further, more than one mission or function may be housed on a given installation. For example, in 1993, the Navy closed the Norfolk Naval Aviation Depot, one of its six aircraft maintenance facilities. The Norfolk depot was located on the Norfolk Navy Base, which includes the Norfolk Navy Station, Supply Center, and Air Station.

An individual DOD base closure and realignment recommendation may actually affect a variety of activities and functions without fully closing an installation. Full closures, to the extent they occur, may involve relatively

¹For each BRAC round, this legislation mandated that we analyze the Secretary's selection process and recommendations, and submit a report to the Congress and the BRAC Commission. Depending on the BRAC round, these reports must be completed within 30 or 45 days after the Secretary of Defense makes public the proposed realignments and closures. For information on the 1991 and 1993 rounds, see: Military Bases: Observations on the Analyses Supporting Proposed Closures and Realignments (GAO/NSIAD-91-224, May 15, 1991) and Military Bases: Analysis of DOD's Recommendations and Selection Process for Closures and Realignments (GAO/NSIAD-93-173, Apr. 15, 1993).

²See appendix I for definitions pertaining to DOD's base realignment and closure actions.

small facilities, rather than the stereotypically large military base. Thus, this report refers generically to a variety of sized facilities, installations, and activities as base closures.

DOD is still completing the base closures and realignments approved in 1988, 1991, and 1993. By law, DOD must currently initiate closure or realignment actions no later than 2 years after the President submits his list to the Congress and must complete implementation within 6 years. As of January 1995, DOD data shows that 51 percent of the 70 major closing actions of the prior three rounds had been completed. Bases selected for closure in BRAC 1995 must be closed by 2001.

DOD calculated that BRAC rounds in 1988, 1991, and 1993 resulted in decisions to close 14 percent of its major domestic bases, representing a 15-percent reduction in plant replacement value. DOD data shows that reductions in military and civilian personnel levels during this time period have been much steeper and are slated to reach 32 percent within the next several years. Similarly, DOD states that its budget request for fiscal year 1996 is, in real terms, 39 percent below fiscal year 1985, the peak year for inflation-adjusted budget authority in recent times. Firm correlations between these data sets are problematic. Nevertheless, differences in the extent of reductions among these categories have been used to suggest the need for significant additional infrastructure reductions in BRAC 1995.

The 1995 Base Realignment and Closure Round

The 1995 BRAC round was subject to the same legislatively mandated requirements and procedures enacted in 1990, and subsequently amended, that governed BRAC rounds in 1991 and 1993. However, for the 1995 round, DOD also required that its components explore opportunities for the cross-service use of common support assets. Thus, the Office of the Secretary of Defense (OSD) organized cross-service review groups to propose alternatives for the components to consider in the following five functional areas: (1) maintenance depots, (2) laboratories, (3) test and evaluation facilities, (4) undergraduate pilot training, and (5) medical treatment facilities.

On January 7, 1994, the Deputy Secretary of Defense issued policy guidance for the 1995 BRAC round. He stipulated that his goal was to further reduce the overall DOD domestic base structure by a minimum of 15 percent of DOD-wide plant replacement value.

³Plant replacement value is DOD's estimate of what it would cost to replace all the buildings, pavements, and utilities at its bases using today's building standards.

Actions Taken to Help Ensure the Integrity of the Process

Several requirements of the BRAC process are designed to contribute to its fairness and integrity, including the following:

- Closure and realignment decisions must be based upon selection criteria and a current force structure plan (fiscal years 1996 to 2001) developed by the Secretary of Defense.
- All installations must be considered equally for possible closure or realignment.
- All components must use specific models for assessing (1) the cost and savings associated with BRAC actions and (2) the potential economic impact on communities affected by those actions. We have identified shortcomings in these models in prior BRAC rounds and have seen improvements made in each round to enhance their effectiveness.
- Decisions to close defense facilities with authorization for at least 300 civilians must be made under the BRAC process. Decisions to realign defense facilities authorized at least 300 civilian that involve a reduction of more than 1,000 civilians, or 50 percent or more of the civilians authorized, also must undergo the BRAC process. DOD components retain the option of including facilities/activities that fall below the threshold.
- Information used in the BRAC decision-making process must be certified; that is, the information is accurate and complete to the best of the originator's knowledge and belief. This requirement was designed to overcome concerns about the consistency and reliability of data used in the process.
- DOD components must develop and implement internal control plans identifying how they intend to conduct their BRAC process, foster accurate data collection and analyses, and document decisions.
- Service audit agencies and DOD Inspector General (IG) personnel must be
 extensively involved in auditing the process to better ensure the accuracy
 of data used in decision-making and enhance the overall integrity of the
 process.

Selection Criteria

DOD has used the same eight selection criteria in BRAC 1995 as it did in the prior two rounds (see table 1.1).

Table 1	1.1:	DOD	Criter	ia for	Selecting	i
Bases	for	Closu	ire or	Reali	anment	

Category	Criteria
Military value (priority consideration is to be given to the four military value	1. Current and future mission requirements and the impact on operational readiness of DOD's total force.
criteria)	2. The availability and condition of land, facilities, and associated airspace at both the existing and potential receiving locations.
	3. The ability to accommodate contingency, mobilization, and future total force requirements at both the existing and potential receiving locations.
	4. Cost and manpower implications.
Return on investment	5. The extent and timing of potential costs and savings, including the number of years, beginning with the date of completion of the closure or realignment, for the savings to exceed the costs.
Impact	6. The economic impact on communities.
	7. The ability of both the existing and potential receiving communities' infrastructures to support forces, missions, and personnel.
	8. The environmental impact.

Force Structure Plan

Decisions under each of the last three BRAC rounds have been predicated on the most current force structure plan. The force structure plan for fiscal years 1995 through 2001 governs BRAC 1995. The planned force structure includes 10 active Army divisions, 11 Navy aircraft carriers, and 936 active Air Force fighter aircraft. This contrasts with the force structure in effect for BRAC 1993, which included 12 active Army divisions, 13 Navy aircraft carriers, and 1,098 fighter aircraft.

Key Steps in DOD Components' Decision-Making

Each of the DOD components participating in BRAC 1995—including the Air Force, Army, Navy, Defense Logistics Agency (DLA), and Defense Investigative Service (DIS)—had its own unique organization and process for identifying candidate bases or activities for closure and realignment. Yet, in varying degrees, each component incorporated similar key steps.

Establishing Base Closure Review Organizations

Each DOD component participating in BRAC 1995 was responsible for completing a review and giving the Secretary of Defense its candidates for base closure and realignment. To accomplish this objective, each

component established an internal organization for conducting the reviews. The Air Force, Navy, and DLA had executive-level review groups, with senior civilian and military personnel overseeing the BRAC process. Each organization also formed working groups functioning under its executive review group. Decisions on candidate bases to be forwarded to the Secretary of Defense were made by the respective service secretaries and agency heads.

The Army's principal organization for conducting its base closure review was a working group that functioned under the direction of a brigadier general. Periodic briefings were provided, as needed, to the senior Army leadership, including the Vice Chief of Staff, Chief of Staff, and Secretary of the Army. DIS had an executive group composed of senior agency officials who directed the functions of working groups under them.⁴

Categorizing Bases and Activities

Each DOD component grouped its bases, installations, or activities with like missions, capabilities, or attributes into categories and, where appropriate, subcategories. The Army and Air Force tended to establish categories according to the type of installations and bases. The Navy and DLA categories were more oriented to functional activities. Specifically, the services and DLA grouped their installations and bases as follows:

- The Army had 15 categories of facilities, the major ones being combat maneuver installations, major training areas, command and control/administrative support, training schools, and ammunition storage facilities.
- The Navy placed all its activities into one of five categories: operational support, industrial support, technical centers/laboratories, educational/training, and personnel support/other. Within these categories were 27 subcategories. The largest category, operational support, had 12 subcategories, which included operational air stations, reserve air stations, and naval bases. The industrial support category included subcategories such as shipyards and aviation depots. Within these subcategories were individual Navy and Marine Corps installations and activities subject to review for closure or realignment.
- The Air Force had seven base categories encompassing operations —small and large aircraft and missile bases; technical training and education facilities; undergraduate flying training; other/administrative; space

⁴DIS' interest in BRAC 1995 was limited to seeking a change to a 1988 BRAC Commission action that realigned Fort Holabird, Maryland, leaving DIS as the fort's primary tenant. During BRAC 1995, DIS sought relocation from Fort Holabird and construction of an office building at Fort Meade, Maryland. Accordingly, DIS had a rather abbreviated BRAC program and review process.

- operations; industrial/depot test facilities and laboratories; and Guard and Reserve facilities.
- DLA had four functional categories: command and control, distribution depots, inventory control points, and service/support activities.
 Distribution depots represented the largest category, which was subdivided into stand-alone depots and specialized depots collocated with non-DLA maintenance depots of individual services. Compared with the services, which normally own or otherwise control their bases, DLA is almost always a tenant on another component's facility.

Data Gathering and Analysis to Identify Excess Capacity and Establish Military Values for Activities/Bases Initial steps in BRAC 1995 evaluations were to (1) determine whether bases/facilities in categories/subcategories had excess capacity for future requirements and (2) assess bases and facilities against the military value selection criteria. These were important steps toward identifying bases/facilities/activities for further study as potential candidates for closure or realignment.

Data used to make these initial determinations of capacity and military value (and satisfy data requirements for other review criteria) were obtained by the DOD components through questionnaires, or data calls, that went out to their activities, facilities, and installations. This quantifiable data was unique to each category about facilities, missions, operations, and personnel. Individuals that provided this data had to certify that it was accurate and complete.

A starting point for assessing excess capacity was examining changes in future years' force structure. Beyond that, how excess capacity was evaluated varied by and within component, depending on the type of activity. The Navy, for example, used personnel throughput as a capacity indicator for its training air stations; for operational air stations, capacity was measured by the number of air squadrons that could be housed in terms of hangar and required support space. Likewise, capacity for Air Force bases with aircraft missions was evaluated in terms of the maximum number of mission aircraft that could be parked at the bases.

The Army relied upon measures besides quantifiable data to assess excess capacity. Guidance and insights on potential excess capacity were derived from a study entitled "The Army Stationing Strategy." This study, produced by the Deputy Chief of Staff for Operations and Plans at the outset of the 1995 BRAC review process, served as a frame of reference, or operational blueprint, for the Army's BRAC review process. Drawing on input from

senior leaders in the Army, this study provided operational insights and military judgments regarding each category of Army base/facility, including possible operational requirements and opportunities to reduce infrastructure. For example, the study cited the need to maintain the capability to station 10 division equivalents plus 2 armored cavalry regiments in the United States—the equivalent of 32 maneuver brigades. This requirement was predicated on the Army's force structure remaining as it is now and included contingency planning for stationing all Army forces in the United States. The study estimated that the Army could now house 29 brigades in the United States without any new construction; with military construction, it could increase its capacity to station 38 brigades. This stationing strategy formed the basis for military value assessments and was used to identify a list of installations to be studied closer for closure or realignment.

Key measures of capacity for DLA were the amount of physical space and throughput capacity available and used. Although it depended on data calls for information about storage capacity, DLA's BRAC review also used as a frame of reference "concepts of operation" for each of its organizational categories to guide decision-making. Examples of concepts of operations were increased emphasis on modern means to eliminate old, excess items; less reliance on item stockage in government depots; and greater reliance on industry delivery systems for direct delivery to military customers.

Each component developed a unique analytical approach to using DOD's military value criteria to analyze, rank, or tier facilities within its categories. Data call responses were keyed to the selection criteria. Data calls were designed to permit comparisons among installations and activities. The components assigned values to particular data call items based on their importance to the individual elements of military value. Subsequently, ranked or tiered installations and activities were used as a frame of reference by most components in selecting specific installations and activities for further assessment in terms of potential closing or realignment action. Thus, the ranking or tiering of installations was viewed more as the beginning of the deliberative process, rather than the end of it.

Identifying Potential Realignment and Closure Candidates and Analyzing Scenarios

After DOD components identified candidates for further study, they examined the feasibility of various realignment and closure scenarios. For a component with primarily one function/activity/mission at a given base or facility, scenarios focused on options for eliminating or relocating that single function or mission. The potential for closing these bases was more

apparent. Components with BRAC categories more aligned to functions than to bases could make decisions affecting several functions on a given installation before their cumulative effect provided the potential for a base closure or major realignment.

Most components relied on their staffs' technical expertise and professional judgment in identifying various alternative scenarios. For example, because several of DLA's activities were collocated with service activities or closely tied to service operations, DLA coordinated with the services in developing its scenarios. DLA considered several factors, such as the services' force structure changes, base closure or realignment plans, and projected workload estimates.

The Navy was the only service to use a computer program to configure requirements to existing capacity in each of its basing categories as a starting point for deliberation on closure/realignment scenarios. The program was designed to find a set of activities in a subcategory that achieved a reduction of excess capacity to varying degrees. The Navy also had the unique goal of maintaining an average military value at least as high as that calculated for all activities in a subcategory. Thus, it was possible to recommend some bases with higher military value for closure while leaving others open.

The services' identification of scenarios was complemented by alternatives given to them for their consideration by cross-service working groups. Appendix II provides a more complete description of the cross-service working groups' analytical processes.

Gauging Potential Costs and Savings for Various Scenarios Important aspects of the scenarios to evaluate were the costs, savings, and payback periods associated with them. Each component assessed costs using the Cost of Base Realignment Actions (COBRA) model. This model has been used in each of the BRAC rounds, and improvements were made after each successive round to overcome identified limitations. Appendix III summarizes improvements that have been made to the COBRA model.

Determining Community, Environmental, and Economic Impacts Although OSD policy guidance specifies that priority consideration be given to military value, economic, community, and environmental impact issues were also factors in the process. For installations that would inherit additional missions, functions, or personnel as a result of BRAC actions, the component assessed the impact on surrounding communities'

infrastructures, including housing, public utilities, transportation, and recreational facilities.

Under OSD policy guidance, environmental restoration costs were not considered in base closing decisions, since DOD is obligated to restore contaminated sites on military bases regardless of whether they are closed. Yet consideration was given to the impact of BRAC actions on such environmental issues as threatened or endangered species, wetlands, flood plains, water supplies, and air quality. Air quality issues played a larger role in BRAC 1995 than they did in previous BRAC rounds because implementing regulations for the Clean Air Act of 1990 were developed after BRAC 1993. As a result, the components, particularly the Air Force, took a harder look at air quality issues in evaluating their bases in BRAC 1995.

With succeeding BRAC rounds and the cumulative effect of closures and realignments on particular regions, the issue of economic impact on communities has grown in importance. The economic impact was calculated by measuring the direct and indirect effects on employment in the communities affected by a closure or realignment. DOD components calculated the economic impact of each of their recommendations and the cumulative impact of recommendations from this and prior BRAC rounds on individual areas of the United States. Such assessments could, although they did not in the past, provide the basis for the components to consider alternative closures and realignments. Once OSD had compiled BRAC recommendations from all of its components, it likewise made a collective assessment of economic impact. This provided the basis for determining whether final adjustments in proposed realignments and closures were needed before the Secretary submitted his recommendations to the BRAC Commission. Appendix V provides a more complete description of how economic impact was assessed and the changes made to improve this assessment for BRAC 1995. Despite initial expectations that economic impact assessments would play a larger role in BRAC for 1995 than it had in prior rounds, this did not turn out to be the case, with the exception of actions by the Secretary of the Navy to exclude some bases from closure consideration due to the cumulative effects of prior BRAC rounds (see ch. 6).

Military Judgment, Including Operational and Policy Considerations, Affects Ultimate Closure and Realignment Decisions Although each DOD component goes through a phased and largely quantified process in evaluating its facilities and installations, final closure and realignment decisions are often influenced by military judgments, operational and policy imperatives, and other factors. These are important parts of the BRAC process. Such factors may include a service's decision to maintain certain capabilities on both the east and west coasts, or to maintain a facility having relatively low military value because of its strategic location and importance.

Military judgment and other policy factors are applied at various points throughout the evaluation process to eliminate facilities and installations from further consideration for closure or realignment. To some extent they may also be applied by a service secretary before forwarding candidates to the Secretary of Defense. Likewise, osd, the Joint Chiefs of Staff, and the war-fighting Commanders-in-Chief also review proposed base closures and realignments, applying their military judgment as a final check on proposed recommendations.

Bases Recommended for Closure and Realignment in BRAC 1995 After reviewing a consolidated list of recommendations for closures and realignments from the services and Defense agencies, and without making any changes, the Secretary of Defense publicly announced his list of recommendations on February 28, 1995. The Secretary recommended closures, realignments, and other actions affecting 146 domestic military installations. Of that number, the Secretary described 33 as being closures of major installations and 26 as major realignments, and 27 involve requests to change (redirect) prior BRAC decisions (see app. IV).

DOD projects that its 1995 BRAC recommendations, if approved, will produce a 6-year net savings of \$4.0 billion, with annual recurring savings of \$1.8 billion after implementing actions are completed.

Objectives, Scope, and Methodology

The Defense Base Closure and Realignment Act of 1990, as amended, requires that we provide to the BRAC Commission and the Congress a detailed analysis of the Secretary of Defense's recommendations and selection process. Accordingly, from March 8, 1994, to February 28, 1995, we monitored the process as it was being implemented by DOD components. We analyzed the Secretary's recommendations and further analyzed the process between March 1 and April 10, 1995.

DOD and its components granted us varying degrees of access. For example, DLA allowed us to monitor all phases of its decision-making process, including all executive-level sessions at which BRAC issues were being discussed and decisions made. At the other extreme, the Air Force gave us very limited direct access to its process until after the Secretary of Defense announced her recommendations on February 28, 1995. This limited our ability to fully assess the Air Force's process.

We did our work at OSD, the military services' and defense agencies' headquarters and field locations, and various military commands and installations. We interviewed and obtained pertinent documentation from officials at these locations. At OSD, we obtained information about policy guidance provided to DOD components and OSD's oversight role in the base closure and realignment process. We also interviewed and obtained pertinent documentation from officials involved in the cross-service working groups.

For each of the services, DLA, and DIS, we reviewed documentation and interviewed officials to determine whether their decision-making processes complied with legislative requirements and OSD guidance and employed sound methodologies and techniques. We broadly examined categories of bases and individual decisions within those categories to determine whether recommended closures and realignments logically flowed from available documentation and decision-making processes. For major recommendations, we tracked the recommendation in detail through the decision-making process to test the decision logic, consistency, reasonableness, and correlation with military value assessments and other decision criteria. We applied the same approach to examine alternatives suggested to the services by the five functional cross-service groups.

If the services used special cost or analytical models, we reviewed them to understand how they fit into the analytical process and examined technical documentation to ensure that these tools were appropriate for their use. We also independently examined the outputs of these models, particularly COBRA. Any errors we detected, such as in cost data, were immediately referred to DOD components for their consideration. In most instances, service audit agencies and the DOD IG made more in-depth assessments of these models and verified data entries and output pertaining to these models; they also referred errors to the components on a real-time basis to ensure needed corrections were made. In most situations, we reviewed and assessed the results of the audit agencies'

work; in selected instances, we observed the work of the audit agencies in making their assessments.

Each of the DOD components used its respective audit agency to provide real-time audit coverage of data collection and analyses processes to ensure that the data used were adequately documented and accurately incorporated in the process. Therefore, we maintained a liaison with these groups to facilitate our monitoring efforts and in selected instances observed their verification of data.

We performed our work in accordance with generally accepted government auditing standards. We did not request written comments from DOD, but we informally discussed our findings, conclusions, and recommendations with DOD officials and included their comments where appropriate.

Although projected annual recurring savings from DOD's BRAC 1995 recommendations are substantial, various sensitivity tests we completed indicated they could be overstated by 2 percent, and implementation costs could be understated by 4 percent. At the same time, the cost and savings data remain somewhat imprecise pending development of budget quality data for implementation of the recommendations.

The COBRA model is used by DOD components to estimate the costs and savings of base closures and realignments. Improvements have been made to the model after each BRAC round; however, it remains more of a comparative tool rather than a precise indicator of budget costs and savings. DOD has employed a different, but appropriate, discount rate approach for BRAC 1995 than was used in earlier BRAC rounds to project the net present value (NPV) of long-term savings. Recent changes in the actual discount rate for this approach, and DOD's reaction to that change, have created some confusion regarding the extent of long-term savings.

Cost of Base Realignment Actions Model

The cobra model estimates the costs and savings associated with a proposed base closure and realignment action, using data that are readily available to DOD without extensive field studies. COBRA incorporates data pertaining to three major costs: the current cost of operations, the cost of operations after the closure or realignment, and the cost of implementing the realignment or closure action. Using these costs, COBRA calculates the number of years it takes to generate enough savings to offset the cost of the closure or realignment. Stated another way, it determines how long it takes for the closure or realignment action to be paid for.

COBRA computes the NPV of the BRAC action over a 20-year period, as well as one-time costs, 6-year costs and savings, and annual recurring costs and savings. COBRA data depict costs as accurately as possible; however, when uncertainty exists, COBRA inputs have tended to overestimate costs and underestimate savings as a conservative safeguard to guide decision-making. While COBRA does not produce budget-quality data, it does aggregate relevant cost data to provide a consistent comparison between realignment and closure options.

¹Environmental cleanup costs, which by OSD policy direction are not included in COBRA calculations. These costs are not a part of base-closing decisions, since they are expected to occur whether a base closes or not.

Substantial Savings Are Expected, Despite Some Errors and Uncertainties

In several instances, variances may exist in cost and savings estimates for BRAC 1995 recommendations. In other instances, cost and savings estimates remain uncertain. However, assuming the Commission approves all recommendations as presented, our analysis indicates that these variances would not significantly alter the substantial savings expected from the BRAC recommendations.

A DOD IG review completed and made public after DOD'S BRAC report, including COBRA summaries, showed that several of OSD'S standard cost factors supplied for the components' use either were not well supported or were outdated. These standard factors related to civilian personnel and housing costs. As a result of using these faulty standard factors, one-time costs were understated by \$101 million, and in at least two instances, one-time costs increased enough to extend the return on investment (ROI) an additional year. However, our analysis also indicated the use of faulty factors caused a reduction in net present value only by approximately \$68 million.

Questions have been raised about the accuracy of OSD's standard factors regarding (1) the willingness of civilian employees to relocate if their positions are moved to a new base and (2) the percentage of civilian personnel who would receive other government jobs as a result of the Priority Placement Program.

osp's standard factor of 6 percent of civilian personnel that would be unwilling to move was based on a 1991 study of one air base. Because of concern that the percentage could be much higher, we completed a sensitivity analysis, assuming that more than two-thirds of affected civilian personnel would be unwilling to move. Our analysis showed a net result of less than a 1-percent change in one-time costs. Increased costs associated with separation of persons unwilling to move was largely offset by decreased costs associated with moving personnel.

The standard factor of 60 percent placement of civilian personnel through the Priority Placement Program (used in all of DOD's COBRAS) was challenged by the DOD IG and subsequently revised by OSD to 50 percent based on historical data. In spite of the reduction, concern remained that the percentage could be much lower. To test the impact of this factor on overall cost, we reran the COBRAS using a 20-percent placement rate. The result was a slight increase (2 percent) in one-time costs, due to a rise in severance pay that was mitigated by a decrease in moving costs.

cobra uses authorized personnel positions for analysis; however, we found that the actual number of civilian personnel at a base may be less. To determine the impact of this difference, we completed a sensitivity analysis, assuming that the actual civilian personnel levels were 98 percent of what was authorized (an approximation based on differences in recent fiscal years). The results indicated that one-time costs decreased by \$17 million, with a 6-year net increase in savings of \$27.7 million. This appeared to be caused by (1) reduced moving costs because fewer positions were being realigned and (2) greater overhead savings.

DOD'S BRAC policy guidance stipulates that personnel reductions associated with force structure reductions are not to be included in BRAC savings. Other military personnel reductions occurring at bases slated for closure or realignment may be counted as savings to the extent that they represent reductions in salary costs. While such reductions are taken, they may not always result in reductions in authorized end strength. The Navy and the Air Force indicate that they reduce their end strengths to match military personnel reductions resulting from BRAC; the Army, which is claiming savings from such reductions in BRAC 1995, indicates that it does not expect to take commensurate reductions in end strength. We calculate that approximately \$41 million of the Army's annual recurring BRAC savings is related to such personnel reductions. Since these personnel will be reassigned elsewhere rather than taken out of the force structure, they do not represent dollar savings that can be readily allocated outside the personnel accounts.

We also found that DOD components were not always able to identify where activities from closing or realigning bases would relocate. Therefore, to fully capture costs and savings, a generic "base X" was used.² Collectively, the services and DLA included base X in 32 (22 percent) of their BRAC 1995 recommendations, accounting for 12 percent of all personnel realignments and 3 percent of costs. Further, in 15 of these 32 recommendations, more than half of the personnel realignments were to base X. Because base X represents an average cost option, or in the case of the Navy and Air Force a higher than average cost option, the difference between the COBRA cost estimate and the eventual implementation cost could be more or less for these recommendations. The components with the greatest number of base-X recommendations were the Army and DLA. Army and DLA officials indicated that prior BRAC experience has shown that

²For anticipated relocations of less than 50 miles, a generic "base Y" was used. Relocations to base Y, as for actual relocations less than 50 miles, do not include personnel moving costs.

costs associated with such moves have been similar or less than initially projected.

The net result of various sensitivity tests we completed showed that DOD's projected \$1.8 billion annual recurring savings from BRAC 1995 recommendations could be overstated by \$31 million, or 2 percent, and the cost to implement the recommendations could be understated by \$160 million, or 4 percent. This represents a relatively limited diminution in projected cost savings.

It should be noted, however, that most DOD components undertake more rigorous assessments of expected costs very quickly after the Secretary of Defense announces his list of proposed closures and realignments, as they begin to more fully consider how to implement the recommendations and develop budget quality data for doing so. Such efforts are currently underway, primarily in the Army and Air Force, and to a lesser extent in the Navy. A more current estimate of projected costs and savings should be available before the Commission completes its work and issues its report to the President.

Comparability of COBRA Data and Implementing Budget Estimates

Various concerns have been voiced about the comparability of prior BRAC COBRA data and subsequent budget estimates prepared to implement BRAC decisions, and the same concerns pertain to the 1995 BRAC round. It is important to note that COBRA is only a starting point for preparing BRAC implementation budgets, and there are important differences in how cost data is developed for COBRA and for subsequent budget submissions. Thus, no services or defense agencies routinely compare COBRA estimates with implementing budgets. At the same time, the services and defense agencies do not update their initial estimates of BRAC savings once implementing budgets are completed.

Differences between COBRA estimates and the BRAC budget exist for myriad reasons, including the following:

- COBRA estimates, particularly those based on standard cost factors, are averages. Not surprisingly, those averages must be refined for budget purposes.
- COBRA costs are expressed in constant-year dollars; budgets are expressed in then-year (inflated) dollars.
- COBRA costs can be understated if a closing base has several tenant organizations that must be relocated. Understatement has occurred in the

past where decisions had not been finalized when the COBRA costs were estimated.

- Environmental restoration costs are not included in COBRA, but these costs are included in the BRAC implementation budgets.
- COBRA data capture costs and savings pertinent to a given installation, even
 if multiple tenants are involved; BRAC implementation budgets represent
 only a single component's costs.
- Homeowners Assistance Program costs are included in COBRA but excluded from BRAC implementation budgets.

While COBRA and budget data are not routinely compared across the board, some ad hoc assessments have shown that budgeted costs related to COBRA cost factors were less than originally projected by COBRA or even initial budget estimates. For example, the Army has found over time that actual BRAC-related personnel costs were less than initially forecast. Also, the DOD IG has done a series of audits comparing most recent budget requests for BRAC construction with the COBRA estimates for 38 affected bases. It found that the budget requests, on average, were 7.79 percent (\$170.5 million) less than original estimates.

To the extent that implementation costs are less than those projected by COBRA, BRAC savings can obviously be greater than initially projected. However, as indicated previously, DOD and its components do not routinely update their initial savings estimates. In another review, we are examining the extent to which actual cost savings vary from initial estimates of prior BRAC closures and realignments.

BRAC 1995 Used a Different Discount Rate Approach to Calculate Long-Term Savings All BRAC 1995 COBRA costs and savings are projected over a 20-year period and are adjusted, or discounted, to fiscal year 1996 dollars. COBRA uses a discount rate to calculate the present value of net savings over the 20-year period. Discounting reflects the time value of money by transforming gains and losses from different time periods to a common unit of measurement. The discount rate is also used as a factor in determining the number of years before the government realizes a return on its ROI, that is, the point at which savings begin to exceed costs associated with the closure or realignment action.

Office of Management and Budget (OMB) Circular A-94, "Guidelines and Discount Rates for Benefit-Cost Analysis of Federal Programs," provides guidance on the discount rates to be used in evaluating federal programs whose benefits and costs are distributed over time. In prior BRAC rounds,

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the discount rate approach used was one that omb said approximated the rate of return on private capital. According to omb, that approach is appropriate for analyzing public investments and regulatory programs that provide costs and savings to the general public, such as building a dam. Because the benefits of such programs occur in the private sector, the government's ROI is comparable to the rate of return expected in the private sector. The discount rates for this approach as used in BRAC 1991 and 1993 were 10 percent and 7 percent, respectively, for 20-year programs. Had this approach been used in BRAC 1995, the applicable discount rate would have remained at 7 percent.

osd opted to use a different discount rate approach for BRAC 1995. After consulting with OMB, OSD elected to use a discount approach tied to the U.S. Treasury's borrowing rate.³ That approach is considered appropriate for analyzing programs where a given objective is to be achieved at the least cost. An example of a program for which the use of this discount approach is applicable is an investment in an energy-efficient building system that reduces federal operating costs. At the time most BRAC 1995 COBRA analyses were done, the discount rate for this approach was 2.75 percent for 20-year programs—this rate was used by the services in completing their COBRA analyses.⁴ However, on February 7, 1995, OMB completed its annual reassessment of the rate and changed it to 4.85 percent.⁵ OSD did not revise its COBRA assessments to reflect this higher rate.

Although omb officials approved of Dod's shift in the discount rate methodology for BRAC 1995, they acknowledge that economists have reached no consensus on a single conceptual approach for such analyses. It should be noted, however, that the use of a discount rate tied to the Treasury's borrowing rate is consistent with our approach in evaluating benefits and costs of public policies over time. Thus, we believe Dod's use of this approach is appropriate for BRAC.

What is the practical impact of changing discount rate approaches on expected BRAC costs and savings? In general, for base closures with closing

³OMB first authorized government agencies to use this discount rate in October 1992. This rate is updated each year with the President's budget submission.

⁴In subsequent chapters dealing with individual DOD components' recommendations and other bases they considered for closure, we also used the 2.75-percent rate to show NPV, since that rate was used in their decision-making.

⁵In its report to the Commission, OSD inadvertently summarized its BRAC 1995 cost data using a discount rate of 4.2 percent rather than 4.85 percent. It used the 2.75-percent rate for reporting specific recommendations.

costs concentrated in the early years and savings occurring later, the lower the discount rate, the greater the net present value of savings and the shorter the time period before net savings begin to accrue. To more precisely determine the impact of different discount rates on expected BRAC net present value savings, we reran the COBRA model for BRAC 1995 recommendations using 7 percent, 4.85 percent, 4.2 percent, and 2.75 percent discount rates (see table 2.1).

Table 2.1: Impact of Various Discount Rates on BRAC 1995 Net Present Values

Fiscal year 1996 dollars in millions					
DOD component	2.75-percent discount	4.2-percent discount	4.85-percent discount	7-percent discount	
Army	\$8,184.2	\$6,945.2	\$6,463.9	\$5,134.1	
Navy	8,528.0	7,457.0	7,039.2	5,878.4	
Air Force	3,656.1	3,056.7	2,824.6	2,186.4	
DLA	1,276.7	1,077.7	1,000.6	788.4	
DIS	4.2	3.4	3.1	2.2	
Total	\$21,649.2	\$18,540.1	\$17,331.4	\$13,989.6	

Note: Totals may not add due to rounding.

In recalculating COBRA estimates, we also sought to determine when the DOD components would receive a return on their investments, using a 2.75-percent and a 4.85-percent discount rate. In most cases, we found no appreciable difference, although in several instances (11 percent) the ROI years increased by 1 year to 2 years under the higher discount rate.

A Short-Term View of Savings Without Using a Discount Rate

Another perspective on expected savings from BRAC 1995 base closures, realignments, and redirects, without including the impact of a discount rate, is seen in the costs and savings expected during the 6-year implementation period and in the projected recurring annual savings after the 6-year implementation period. Table 2.2 summarizes those projected costs and savings.

Table 2.2: Projected 6-Year Costs and Savings From BRAC 1995

Fiscal year 1996 dollars in millions				
DOD component	6-year costs	6-year savings	6-year net savings	Recurring annual net savings ^a
Army	\$1,594.2	\$2,796.0	\$1,201.8	\$725.1
Navy	1,729.5	4,501.8	2,772.3	605.3
Air Force	1,392.7	1,505.3	112.6	363.3
DLA	464.2	577.2	113.0	119.6
DIS	12.8	12.3	(.5)	.5
Total	\$5,193.4	\$9,392.7	\$4,199.3	\$1,813.8

Note: Totals may not add due to rounding.

Environmental Cleanup Costs Are Not Considered in Making Closure Decisions

Environmental restoration was not a factor in the DOD base closure decision-making process; however, it can represent a significant cost following a base closure. The Comprehensive Environmental Response, Compensation and Liability Act (CERCLA) of 1980 (P.L. 96-510) and the Superfund Amendments and Reauthorization Act of 1986 (P.L. 99-499) require the Department to restore contaminated sites on military bases, whether the bases are closing or not. Environmental cleanup costs, however, are likely to have a significant budgetary impact since pressure for rapid conversion and reutilization of closed bases will not allow these costs to be spread over many years.

For the 123 bases affected by the 1988, 1991, and 1993 closure actions, the estimated cleanup costs contained in the 1995 BRAC budget justification document will be about \$4 billion. For the 33 major bases proposed for closure by BRAC 1995, the estimated cleanup costs contained in the Defense Environmental Cleanup Program Annual Report to Congress for Fiscal Year 1994 (Mar. 31, 1995) are about \$2 billion. For the cleanup of minor bases, for which DOD provided data, the cost estimate was \$147.3 million.

The cost estimates are only preliminary ones because (1) detailed environmental surveys for BRAC 1995 bases have not been done to reflect shorter time frames to accomplish restoration and expedite the transfer of property following a base closure, (2) CERCLA cleanup studies have not been done, (3) the amount and types of contaminants to be cleaned up are

^aRecurring annual net savings begin after BRAC recommendations have been implemented.

⁶DOD has not completed the cost estimate for the accelerated cleanup of the BRAC 1995 bases.

unknown, (4) changes in requirements are being issued often, and (5) technology improvements could decrease costs. As shown in our report entitled Military Bases: Environmental Impact at Closing Installations (GAO/NSIAD-95-70, Feb. 23, 1995), past cleanup cost estimates have proven to be low. For the 84 bases included in earlier BRAC rounds, where additional information was supplied in April 1994, the cost to clean up these bases rose to \$5.4 billion, or over \$1.6 billion more than the total estimate for these same bases in the fiscal year 1995 budget request.

It is too early to assess what impact environmental cleanup will have on the timely disposal of properties, since most of them have not closed.

Conclusions and Recommendation

Projected savings from BRAC 1995 recommendations are expected to be substantial, despite some potential areas of overstatement. At the same time, COBRA estimates included in the Secretary of Defense's report to the Commission are recognized as somewhat imprecise. Currently, some DOD components are working to obtain more complete cost data. Accordingly, we recommend that the Commission consider obtaining updated cost and savings data to the extent it is available and include this data in summary form in its report for the recommendations it forwards to the President for his consideration.

osd took actions to improve its oversight of the BRAC 1995 process. It also sought to encourage the consolidation of workloads across the services and thereby reduce dod-wide capacity for performing five common support functions. Based on the services' recommendations, some reductions in excess capacity would be achieved within the services, but the services' recommendations for closures and realignments would move very little work from one service's facilities to another's. OSD's efforts to encourage the services to share assets, consolidate workloads, and reduce capacity in the five functions were limited because of reliance on service decision-making and consensus; insufficient time; and, in some cases, a narrow analytical approach.

OSD Established Oversight and Cross-Service Groups

In prior BRAC rounds, OSD involvement was generally limited to issuing guidance and reviewing the services' recommendations just before the Secretary forwarded them to the Commission. For BRAC 1995, OSD continued its policy guidance role but also established a senior-level review group to oversee the entire BRAC process and a steering group to support it. These two groups brought key senior OSD officials into the BRAC process for the first time in a substantive way. The review group was chaired by the Deputy Secretary of Defense; the secretaries or under secretaries of the services, chairpersons of the cross-service groups, and others were members. The group met six times between January 1994 and February 1995.

The review group was authorized to review BRAC 1995 policies, procedures, and excess capacity analyses; establish closure or realignment alternatives, numerical excess capacity analyses, and reduction targets for DOD components; review BRAC 1995 work products of the DOD components and cross-service groups; and make recommendations to the Secretary of Defense regarding cross-service trade-offs and asset-sharing opportunities.

The BRAC 1995 steering group assisted the review group. It was chaired by the Assistant Secretary of Defense for Economic Security; the team leaders of each joint cross-service group, service representatives, and others were members. The steering group met 10 times between January and August 1994.

Between January and November 1994, the periodic meetings of the review and steering groups helped focus the attention of senior DOD officials on the potential for cross-servicing and facilitated the cross-service groups' process. In November and December 1994, each cross-service group sent

one or more sets of alternatives (proposals for closures, realignments, and workload consolidations) to the services for their consideration in making their final recommendations. After this point, the review group met one more time to endorse, without changes, the services' recommendations to the Secretary of Defense.

We did not attend the review, steering, and cross-service groups' meetings. However, we reviewed the minutes of their meetings and interviewed OSD and service officials who led and worked with each of the groups, DOD IG officials who attended the meetings of each group, and service audit officials who verified the data submitted to the groups. We observed service auditors verifing data collected at several activities and DOD IG auditors verifing data consolidation, analyses, and calculations for each of the cross-service groups. We assured ourselves that data discrepancies were identified and corrected. In March and April 1995, we analyzed how the cross-service groups calculated excess capacity and developed the proposals they sent to the services. We also evaluated the services' response to the cross-service groups and their recommendations for closures and realignments.

The Timing of the Cross-Service Process Limited Its Impact on OSD and Service Decisions The cross-service group process began in January 1994. In March and April 1994, the cross-service groups sent their data calls to the services, after the services had sent their own data calls to the field activities. In July and August 1994, the steering group approved the plans the groups proposed for analyzing the data they had requested. The groups identified amounts of excess capacity, but except for depot maintenance, they did not set capacity reduction goals, as originally envisioned. In late 1994, the groups sent their proposals to the services that were responsible for considering the cross-service alternatives in their service decisions. Subsequently, OSD received the services' recommendations too late in the process for meaningful give-and-take discussions to achieve greater consolidations. Had the cross-service groups started earlier, they might have had more fully developed proposals and greater influence on the services' and the Secretary of Defense's recommendations for closures and realignments.

pod officials told us that, ideally, the groups should have decided how they would use the information they requested before asking the questions. This would have avoided needless work on the part of the responding activities. Also, this would have given the groups more time at the end of the process to formulate their proposals to the services. In addition, if OSD

had established capacity reduction goals for each function early in the process, the services might have more carefully considered the interservicing opportunities that the groups identified.

As it was, despite the efforts of the review and steering groups, milestones slipped repeatedly throughout the process. When the groups sent their proposals to the services in late 1994, the services were already completing their analyses of their own installations. Consequently, little time remained for the review group to work with the services on additional opportunities for cross-service trade-offs and asset-sharing.

Services'
Recommendations
Will Reduce Some
Infrastructure, but
Few Workloads Will
Be Cross-Serviced

In prior BRAC rounds, each service's base closure and realignment process and recommendations focused almost exclusively on its activities. They did not consider the potential for consolidating work across service lines. Recognizing this potential, the Secretary of Defense designated five common support functions as areas of special attention in BRAC 1995 and established joint cross-service groups to deal with them. The functions were depot maintenance, test and evaluation, laboratories, medical treatment facilities, and undergraduate pilot training. Appendix II discusses the structure of and analytical process used by these groups.

Among other things, the groups computed the capacity of each site performing a specific function. Then they compared the cumulative capacity of all sites with the workload projected for a given year to determine the amount of excess capacity in each area. Table 3.1 shows how much excess capacity each group identified.

Table 3.1: Amount of Excess Capacity Identified by Each Cross-Service Group

Cross-service group	Amount of excess capacity 40.1 million direct labor hours (equal to 24,830 work years ^a)		
Depot maintenance			
Test and evaluation	495,000 test hours		
Laboratories	9,800 work years		
Medical treatment facilities	1 medical center is excess, and 2 medical centers and hospitals should be realigned.		
Undergraduate pilot training	33 percent of available airfield operations for fixed-wing aircraft and 108 percent of available ramp space for rotary-wing aircraft		

^aDirect labor hours as a measure of capacity represents the amount of workload a facility can accommodate with all work stations manned, on a single shift, 5-day, 40-hour week.

Early in the process, DOD officials debated the role of the cross-service groups. The Vice Chairman, Joint Chiefs of Staff, advocated a strong role for these groups and recommended that the services be required to incorporate the groups' alternatives in their final recommendations. Other officials believed the services had to retain the final say on closures and realignments to meet their Title 10 responsibilities. The latter view prevailed. This key decision meant that cross-service groups were subordinate to the services. In other words, the services retained the power to make the final recommendations for closures and realignments of their activities.

The cross-service groups' perspective on the activities they studied differed from that of the services. They looked only at functions performed at two or more sites, or by two or more services, and those with the potential for being consolidated. In most cases, these functions represented only a portion of what was done at a specific site. Furthermore, the activity was usually only part of a base or installation. The services had the broader perspective of the entire base and its future needs. In addition, the cross-service groups did not calculate the ROI of the closures, realignments, and workload consolidations they proposed to the services. Using these factors, the services determined whether the groups' proposals were feasible and cost-effective. Finally, the groups' proposals were not definitive; four of the groups proposed two or more sets of alternatives. In effect, the groups said that given the magnitude of excess capacity, the services could close or realign one facility or another; the remaining sites could handle the workload, and would meet the objective of eliminating capacity with either choice.

In some cases, despite their different analytical approaches, both the services' and cross-service groups' analyses supported closure or realignment of the same activity. However, in most cases, the services' final recommendations were based on their own analyses, not those of the cross-service groups. Moreover, virtually all of the services' recommendations resulted in moving workloads to like facilities within the same service, as compared with the cross-service groups' proposals, which generally involved moving some workloads to other services' facilities. In most cases in which the services analyzed the ROI of the alternatives developed by the cross-service groups, they did so with some

¹Under Title 10, DOD activities are required to "maintain a logistics capability... to ensure a ready and controlled source of technical competence and resources necessary to ensure effective and timely response to a mobilization, national defense contingency situations, and other emergency requirements." (10 U.S.C. 2464(a). The Secretary of Defense shall identify those logistical activities that are necessary to maintain the logistics capability described in paragraph (a). (U.S.C. 2464 (a)(2).

variation of what the groups' recommended. Generally, the variation moved more work to that service's own facilities than the alternatives presented by the cross-service groups.

As discussed below, the services' recommendations for closures and realignments eliminate some of the excess capacity in the area covered by the cross-service groups, but much of it will remain.

Depot Maintenance

The cross-service group for depot maintenance analyzed the capacity of 24 facilities to maintain and repair 57 commodities, such as aircraft engines and landing gear. The group identified 40.1 million direct labor hours of excess capacity. It provided two sets of alternatives to the services, each of which would close up to eight depots. The two sets of alternatives would have consolidated 12 or 13 workloads at single sites, and various other workloads at two or more locations.

Although some differences existed between which depots were included in each set of alternatives, the capacities of the eight depots and various workload transfers suggested for closure in the group's first alternative amounted to 30.5 million direct labor hours. The second alternative would have eliminated between 34.5 million and 36.8 million direct labor hours. In comparison, the services' BRAC 1995 recommendations for depot closures and realignments will reduce excess capacity by about 20 million direct labor hours. The services recommended (1) realigning Letterkenny Army Depot, Pennsylvania; and the Naval Undersea Warfare Center, Keyport, Washington; and (2) closing Red River Army Depot, Texas; Long Beach Naval Shipyard, California; and the Naval Surface Warfare Center, Louisville, Kentucky. These recommendations paralleled cross-service group alternatives but were fewer in number. The Air Force recommended downsizing its five air logistics centers in lieu of closing San Antonio and Sacramento Air Logistics Centers, as suggested by the group. The group also suggested closing the Naval Aviation Depot, Jacksonville, Florida, and an additional shipyard—either Portsmouth, New Hampshire, or Pearl Harbor, Hawaii. The Navy did not concur with these suggestions due to strategic and operational considerations.

Even if the services' recommendations are accepted by the BRAC Commission, the excess capacity remaining will be equivalent to about four average-sized depots (5 million direct labor hours), on the basis of the

²The Air Force reported that downsizing these depots will eliminate 9 million of the 20 million direct labor hours the cross-service group estimated would be reduced by BRAC 1995. As discussed in chapter 4, we have concerns about the Air Force's plans for downsizing these depots.

cross-service group's approach to calculating excess capacity. Much of this excess will be in Air Force and Navy aviation repair capability.

Had the services designated a joint depot or consolidated more workloads through interservicing, one or more additional depots might have been closed. On May 4, 1994, the Deputy Secretary of Defense directed the Secretaries of the Navy and the Air Force to consider establishing a joint fixed-wing aviation depot. However, the cross-service group decided that a joint depot should be designated from among those remaining after BRAC 1995 and did not suggest establishing one in the alternatives it sent to the services.

Test and Evaluation and Laboratories

The cross-service groups for test and evaluation and laboratories had little impact on the services' recommendations. The groups identified large amounts of excess capacity, much of which will remain after BRAC 1995. DOD officials identified a number of problems that constrained the groups' efforts. These included the following:

- Test and evaluation and laboratory functions were split between the two cross-service groups, thereby creating artificial barriers around the functions and facilities that each could consider.
- The groups chose analytical frameworks that broke work down into such small pieces that some of the sets of alternatives they suggested to the services proposed numerous transfers of small workloads from one facility to another. The services did not find most of these options feasible or cost-effective.

The cross-service group for test and evaluation analyzed the capacity of 23 activities that supported test and evaluation of air vehicles, electronic combat, and armaments/weapons and identified about 495,000 test hours of excess capacity. However, the group did not set capacity reduction goals.

The group provided two sets of alternatives to the services. The first set of alternatives, developed by the group as a whole, suggested numerous transfers of small workloads from one facility to another. The second set of alternatives, which was controversial, proposed larger realignments of work and, in the view of the chairpersons, had the greatest potential for reducing excess capacity. Among other things, these alternatives proposed

³This excess capacity existed at many installations in air vehicles, electronic combat, and armament/weapons functions and in 18 test facility categories, including open air ranges, integration laboratories, and measurement facilities.

consolidating the air vehicle test and evaluation missions of the Naval Air Warfare Center, Patuxent River, Maryland, primarily at Edwards AFB, California, or vice versa, and consolidating the electronic combat test and evaluation missions of Eglin AFB primarily at the Naval Air Warfare Center, China Lake, California, or vice versa. The chairpersons said the services did not sufficiently analyze this set of alternatives and that opportunities for consolidations, cross-servicing, and infrastructure reductions were being missed.

While the Navy and the Air Force recommended some reductions and consolidations of test and evaluation activities, each service's recommendations were based on its own analysis. The services' analysis involved little transfer of workloads to other services' facilities, and were largely unrelated to the work of the cross-service group. The Navy and the Air Force were unable to agree on the assumptions to be used in cobra scenarios. The Army did not recommend closing or realigning any test and evaluation facilities proposed by the cross-service group. Despite the lack of time at the end of the process and the need to further refine their proposals for major realignments, the chairpersons of the cross-service group said they were reasonable and should be carefully analyzed by the services.

The cross-service group for laboratories analyzed the capacity and functions of the 29 common support functions it identified as having potential for consolidation, collocation, and cross-servicing. The group estimated that about 9,800 work years of excess capacity were within these 29 common support functions. On initial analysis, the group found its approach yielded piecemeal results that usually considered workload packages that fell below the BRAC threshold of 300 authorized civilians. At this point, the group recognized that a broader approach was needed to identify opportunities to eliminate infrastructure through cross-servicing. In late September 1994, the group identified alternatives where it thought the services could benefit from cross-servicing. The chairperson directed the group to focus data collection and analysis on the following alternatives:

- Consolidate most command, control, communications, computers, and intelligence (C⁴I) acquisition and research and development (R&D) at Fort Monmouth, New Jersey.
- Consolidate air launched weapons research, development, test and evaluation at Naval Air Warfare Center, China Lake.

- Consolidate explosives at the Armament Research Development Engineering Center, Picatinny Arsenal, New Jersey, and the Naval Air Warfare Center, China Lake.
- Consolidate propellants at the Naval Air Warfare Center, China Lake.

The Navy eliminated a significant number of laboratory installations. In a more expansive recommendation, it moved its C⁴I activities to San Diego rather than Fort Monmouth. The Air Force elected to realign these functions within its own infrastructure, with a contingent moving to Fort Monmouth. The Army proposed closing one laboratory, realigning its functions internally, and chose not to move its propellant work to China Lake. Subsequently, the cross-service group concluded that if the BRAC Commission accepted the services' recommendations as submitted, about 4,300 work years of excess capacity would still remain.

Medical Treatment Facilities

Of the 14 medical centers and 86 hospitals it analyzed,⁴ the group suggested closing 1 medical center and realigning 2 medical centers and 13 hospitals. The group did not set an overall capacity reduction goal for BRAC 1995. The services recommended closing one medical center and two hospitals, and realigning two hospitals to clinics. The two closing hospitals are on bases that will be closed. At the time it made its suggestions, the cross-service group did not know which bases the services would recommend for closure.

For various operational reasons, the services said some of the group's suggestions were not feasible. The Air Force did not calculate the ROI for the cross-service group's suggestions. However, both the Air Force and the Navy said they were downsizing some facilities outside of the BRAC process. Because in many cases a small number of jobs are involved, a hospital can be reduced to a clinic, and clinics can be eliminated outside of the BRAC process. Both services expressed concern that downsizing hospitals to clinics as BRAC actions would limit future flexibility in that congressional action would be required if plans needed to be revised.

DOD's health care system's primary mission is to maintain the health of 1.7 million active-duty service personnel and to be prepared to deliver health care during times of war. As we have reported, a crucial task facing the Congress and DOD as they plan for the future of the military health

⁴Medical centers provide patient care and have at least two graduate medical education programs. Hospitals provide inpatient and outpatient care, and clinics provide only outpatient care.

services system is to agree on the size and structure of the medical force needed to meet wartime requirements.⁵

A recent DOD study has challenged the Cold War assumption that all medical personnel employed during peacetime are needed for wartime. Its conclusion that wartime medical requirements are much lower than the medical system programmed for fiscal year 1999 raises the question of whether U.S. military medical forces should be reduced to only those needed for wartime. Thus, as we have reported, several key variables that greatly affect the wartime demand for medical care are still in debate. And, while the cross-service group's analysis and other studies indicate that some excess capacity in medical facilities will remain after BRAC 1995, it is unclear that there is consensus on wartime requirements and therefore on how much excess capacity exists DOD-wide. In addition, because DOD is still obligated to meet the health care demands of nonactive-duty beneficiaries, 6 downsizing decisions must also be made on the cost-effectiveness of maintaining a military medical capacity larger than that needed for wartime purposes.

Undergraduate Pilot Training

The cross-service group measured capacity for undergraduate pilot training for fixed-wing aircraft by number of airfield operations at 12 installations, and ramp space availability for rotary-wing aircraft at 2 installations. For fixed-wing aircraft, the group identified excess capacity of 33 percent. For rotary-wing aircraft, the ramp space capacity was more than twice the amount needed. The group provided three sets of alternatives for the services to consider. The first, which aimed to reduce capacity and minimize the movement of functions to new sites, proposed closing Naval Air Station (NAS), Meridian, Mississippi; NAS, Whiting Field, Florida; and Reese AFB, Texas. Fixed-wing training was to be moved at the services' discretion, while rotary-wing training was to move from NAS, Whiting Field to Fort Rucker. The second alternative assumed redistribution of excess airfield operations capacity and added the closure of Vance AFB, Oklahoma, to the first alternative. The third alternative added the closure of NAS, Corpus Christi, to alternative two and transferred its outlying field and air-space capacity to NAS Kingsville.

⁵See Wartime Medical Care: Aligning Sound Requirements With New Combat Care Approaches Is Key to Restructuring Force (GAO/T/NSIAD-95-129, Mar. 30, 1995).

⁶See Defense Health Care: Issues and Challenges Confronting Military Medicine (GAO/HEHS-95-104, Mar. 22, 1995).

The Air Force recommended closing Reese AFB, and the Navy recommended closing Meridian and realigning Corpus Christi from a naval air station to a naval air facility (NAF). The group estimated that the Air Force and Navy recommendations would reduce excess capacity for fixed-wing pilot training to about 8 percent. Capacity for rotary-wing training would remain at more than twice the ramp space needed.

The Air Force disagreed with the cross-service group's second and third alternatives, which included closing Vance AFB. It viewed these alternatives as unacceptable because they both exceeded 100 percent of capacity when planned capacity requirements were considered. The Air Force concluded that for the foreseeable future, it was necessary to account for the uncertainty of such factors as the turmoil of multiple base closings and the fielding of new aircraft, including the Air Force's T-1, the Navy's T-45, and both services' joint pilot training system.

The Navy rejected the group's proposal to move its helicopter training from Whiting to Fort Rucker because its cost analysis indicated high closure costs with a 15-year Rol. The proposal, as interpreted by the Navy, would simply have collocated the Army and Navy helicopter training at Fort Rucker, not consolidated the training—a concept the Navy continues to oppose.

The Navy retained Corpus Christi as a NAF in order to provide additional airfield capacity. This additional capacity will enable the Navy to locate all of its strike training at NAS Kingsville, Texas; to accept mine warfare helicopter assets in support of the Mine Warfare Center of Excellence at Naval Station, Ingleside, California; and to move additional aviation assets to the NAF as operational considerations dictate. Because the cross-service group made no recommendations that affected the Army, no Army analysis was required.

A key policy decision for undergraduate pilot training consolidations and potential base closings was the Secretary of Defense's April 15, 1993, directive to the services to consolidate initial training on fixed-wing aircraft and to transition to a common primary training aircraft. The Secretary also directed the Army and the Navy to study alternatives for consolidating Army, Navy, and Marine Corps initial training on helicopters at Fort Rucker and to develop detailed proposals for implementation within 90 days.

The Navy and the Air Force agreed to a joint primary aircraft training system for fixed-wing aircraft and began planning for the joint training aircraft acquisition, syllabus development, and common training philosophies. The cross-service group's proposals and the services' recommendations factored in the requirements for the new joint training system. However, the Navy has not agreed to consolidate helicopter training at Fort Rucker because it considers its training requirements unique. A firm decision to consolidate helicopter training would be needed to facilitate further reductions in the infrastructure for undergraduate pilot training.

Conclusions and Recommendations

Some reductions in excess capacity were achieved within each service in support areas. However, OSD's efforts to encourage the services to share assets, consolidate workloads, and reduce capacity in five functional areas met with limited success because of reliance on service decision-making and consensus; insufficient time; and, in some cases, a narrow analytical approach. More time for interactions between the services and with OSD, and stronger DOD leadership will be required to ensure progress in the future.

Because the services did not completely analyze the set of alternatives developed by the chairpersons of the cross-service group for test and evaluation, the BRAC Commission may wish to have the services complete detailed analyses, including cost analyses, for its consideration.

If there is another BRAC round, we recommend that the Secretary of Defense

- begin the cross-service process 1 year before the services' BRAC process, and for each common support function studied, incorporate specific capacity reduction goals in OSD's initial BRAC guidance and
- prior to the BRAC round, identify and make the policy decisions necessary in each area to merge service functions that would result in further reductions in infrastructure.

The Air Force recommended closures, disestablishments, and realignments of 23 installations, including 7 air reserve bases. It also proposed reconsideration of seven prior BRAC decisions. The Air Force considered the alternatives suggested by the cross-service groups and incorporated five of them in its recommendations.

While some improvements in the process were made, certain aspects of the Air Force's evaluation process remained largely subjective. Initial analytical phases of the Air Force's process were influenced by preliminary estimates of base closure costs. In some instances, these closure costs appeared to materially affect how the bases were valued and thus what bases were first considered for closure and realignment. Restricted access to the Air Force's process as it was unfolding, the subjective nature of the decision process, and limited documentation in some areas affected our ability to fully assess the analyses behind some decisions, particularly those decisions excluding bases from closure or realignment. These and other factors caused us to question a number of the Air Force's recommendations.

Air Force excess capacity analyses suggested the potential for a greater number of closures and realignments than was recommended. The Air Force did not propose closure of any active-duty operational aircraft bases, although its capacity analyses showed a potential to close eight. Factors limiting Air Force closures and realignments included operational, environmental, and closure cost considerations.

Although Some Improvement Has Been Made, Concerns About the Process Remain As in previous BRAC rounds, the Secretary of the Air Force established a group of senior Air Force military and civilian personnel—the Base Closure Executive Group—to administer BRAC 1995. The Executive Group was assisted by the Air Staff Base Closure Working Group. Minutes of the Executive Group's meetings indicated extensive interaction with, and direction from, the Secretary, for example, in setting capacity reduction goals or in selecting bases to evaluate for closure. However, when the Secretary met with members of the Executive Group and others to discuss specific closure options, the meetings were not considered official Executive Group meetings, and details of these meetings were not documented.

An important part of the Air Force process was evaluating its bases against DOD's selection criteria. The Air Force weighed all eight criteria

¹According to OSD's BRAC definitions, bases are closed and activities are disestablished.

simultaneously, emphasizing the first five criteria, to place its bases in three tiers, suggesting high (tier 1) to low (tier 3) value for retention purposes.²

In prior BRAC rounds, the Air Force used a subjective color-coded scale to assign a value to individual criteria and their subelements and used subjective judgments to tier its bases.³ The lowest-tiered bases provided the starting point for considering bases for possible closure and realignment. We reported in 1993 that the Air Force's rating and tiering approach, including limited documentation, made it difficult to track and verify the decision-making process.⁴ The Air Force did improve its rating process for BRAC 1995 by establishing a numerical approach to determine the scores for five of DOD's eight selection criteria that had not been quantified in BRAC 1993 (the first three and last two). However, these values were ultimately translated once again to color codes. The color codes were still used to represent individual subelement scores and to aggregate the subsequent scores for each of the five criteria. Cost to close, ROI, and economic impact information, the three remaining selection criteria, were given numerical values.

A cumulative rating, either color-coded or numerical, was not calculated for each base, unlike the other dod components. Instead, the Executive Group's members subjectively weighed the five criteria rated by color codes and the three criteria with numerical values, with emphasis on the military value and cost criteria, and voted by secret ballot on a base's score. A 3-point scale was used, with a base's score ranging from high to low. With 13 members voting, an individual base could receive a maximum score of 39 points. Natural break points were used to place bases in one of the three tiers. Bases placed in the lowest, or third, tier provided the starting point for considering bases for potential closure or realignment.

Prior to voting, a co-chairman of the Executive Group summarized for the members which of the eight selection criteria were most important. For the Air Force's small aircraft and large aircraft subcategories, depots, and product centers and laboratories, the co-chairman emphasized giving the greatest weight to the first criterion dealing with mission requirements and

²The Air Force, unlike the other services, did not establish a distinct military value for its bases.

³A "green" rating meant that for a particular attribute, a base was desirable for retention; "red" meant less desirable; and a "yellow" rating fell between the two. Each color could also have a plus or minus designation. In prior rounds, after scoring the bases or individual subelements, the Air Force gave each base an overall color rating for six of the eight DOD selection criteria.

⁴Military Bases: Analysis of DOD's Recommendations and Selection Process for Closures and Realignments (GAO/NSIAD-93-173, Apr. 15, 1993).

then to the fourth and fifth criteria dealing with cost and savings estimates associated with closing the bases. The minutes do not provide information about how the members actually weighed the eight criteria when voting.

Concerns About Aspects of the Air Force's Process

As in past rounds, the process was not sufficiently documented to substantiate the extent of deliberations and analyses leading to decisions to close or realign individual bases. This was especially problematic for bases where deliberations occurred and decisions were made that bases could not be closed or realigned. In these cases, we relied on oral discussions to gain insight into the rationale behind some decisions. Although Air Force Audit Agency (AFAA) personnel were permitted access to portions of the Air Force's process from the beginning, they too were not given access to all the documentation for the final recommendations until they were made public. Therefore, they are still working to complete their final reviews.⁵

Second, closure costs played a major role in the Air Force's decision-making from the beginning of its process. Unlike previous BRAC rounds, the 1995 BRAC process appeared more influenced by options that would have smaller closure costs and quicker savings. The closure costs used in the tiering process were preliminary, based on the premise that installations would be closed and, with few exceptions, all personnel, equipment, and functions would move to other locations. However, in a number of instances, we found these initial estimates were significantly higher than might be the case later, when more definitive assessments were made.

The preliminary cost estimate could vary significantly from actual costs for full or partial closures or realignments. We are concerned that this approach could have affected the extent to which bases with high closing costs or long payback periods were seriously examined for closure or realignment. However, the nature of the Air Force process and its associated documentation did not provide the basis to conclusively determine whether this was the case.

⁵AFAA oversaw and reviewed each phase of the process. It (1) reviewed and reported on the Air Force's internal control program, (2) reviewed the data collection process through statistical sampling of the color-coded criteria, (3) reviewed cross-service data collection, and (4) performed a limited review of the economic and cost data. During its reviews, AFAA provided at least 17 interim memorandums to the Air Force to disclose discrepancies to ensure timely corrective action. At the time of our report, it was completing its reviews and reports for each segment. AFAA estimates the reports will be completed between late April and June 1995.

In one instance, our analysis showed that Rome Laboratory, New York, was placed in the top tier rather than a lower tier, where it more likely would have been placed had closure costs not been emphasized. An Air Force Working Group official stated that the high preliminary closure cost (\$134 million) and long payback period (over 100 years) were reasons for this placement. Later in the process, the Air Force took a closer look at Rome Laboratory based on a cross-service group suggestion to close the laboratory. The Air Force found that the costs were much lower (\$52 million) and the payback period was much shorter (4 years) after calculating more precise closing cost data for this specific recommendation. Without the cross-service group suggestion, the Air Force might not have seriously considered this recommendation and might have missed an opportunity to reduce this excess capacity and produce savings.

In another instance, we found that a second-tier base (Offutt AFB, Nebraska) had lower color-coded scores in the first three criteria than a third-tier base (Ellsworth AFB, South Dakota). While not precisely stated in the Air Force documentation, the tiering decision may have resulted from significant differences in closure costs. Ellsworth's closure costs were estimated to be \$41 million, while Offutt's were projected to be \$515 million. However, Air Force documentation does not provide the rationale for the base's relative standing. In this case, the relative standing apparently would not have affected any decisions, since no bases were selected for closure in this basing category.

Identifying Closure and Realignment Candidates

To begin the process for selecting bases for closure, the Air Force identified all bases (active and reserve components) in the United States that had at least 300 authorized civilian positions. The Air Force identified 99 bases (72 active and 27 reserve) that for the most part met this criterion and grouped them into 7 categories, with a total of 13 subcategories. The Air Force also looked at Air National Guard and Air Force Reserve bases that did not meet the base closure threshold of 300 civilian positions.

The Executive Group sent a detailed data call to the 99 bases to gather information for a comparative analysis. It also developed preliminary closure cost estimates for each base using the COBRA model.

⁶Three bases—Onizuka in California, Vance in Oklahoma, and Arnold in Tennessee—had less than the 300 authorized civilian positions but were included because of their missions.

The Secretary of the Air Force excluded 15 installations from the analysis process because they were either essential to the Air Force's mission or located in geographical areas that were strategically important. For example, McChord AFB, Washington, was excluded because it is the primary deployment base for the Army's I Corps and supports the rapid deployment of Army troops to the Pacific theater. Based on the Executive Group's analysis, the Secretary eliminated two categories and one subcategory that encompass nine additional bases because in its judgment, no significant excess capacity existed. We found no reason to question the basis for these decisions.

Capacity Analysis

To identify excess capacity, the Executive Group compared each of the 99 bases' projected force structure requirement with its total capacity and future mission requirements. For example, for bases with an aircraft mission, the Executive Group compared the maximum number of mission aircraft that could be parked at the base with the base's projected requirement. Table 4.1 displays the Air Force's categories and subcategories along with the number of bases initially considered; the number of bases excluded due to mission essentiality or insufficient capacity; and the number of bases that were selected as candidates for further study, that is, evaluated against DOD's eight selection criteria.

Table 4.1: Air Force Basing Categories	Re	eason bases were el detailed st		
Category/subcategory	Total bases	Mission/ geography	No excess capacity	Bases left for detailed study
Operations Missiles Large aircraft Small aircraft	4 19ª 15	1 4 4	0 0 0	3 15 11
Undergraduate flying training	5	0	0	5
Industrial/technical support Depots Product centers and labs Test and evaluation Education and training	5 6 3	0 0 2	0 0 0	5 6 1
Technical training Education	4 2	0 2	4 0	0
Space Space support ^b Satellite control	3 2	2 0	1 0	0 2
Other/administrative	4	0	4	0
Air Reserve component ^o Air National Guard Air Force Reserve	13 14	0	0	13 14
Total	99	15	9	75

^aThree additional large aircraft bases were considered in the missile bases subcategory.

As a result of the capacity analysis, the Executive Group, in consultation with the Secretary, identified the maximum targeted number of base closures that could be achieved within each subcategory. Table 4.2 shows, by subcategory, the number of bases studied and the number of bases that the Air Force considered excess to requirements. This excess became the Air Force's base reduction goal.

^bThe entire space support subcategory was eliminated because the Air Force found no excess capacity. Two of its bases, Patrick AFB, FL, and Vandenburg AFB, CA, were eliminated because of mission considerations.

^cAir reserve component bases were generally not compared against each other. Instead, they were reviewed separately for potential cost-effective relocations to other bases.

Table 4.2: Air Force Bases Studied and Considered Excess

Category/subcategory	Number of bases studied	Reduction goal (excess bases)
Operations Missiles Large aircraft Small aircraft	3 15 11	1 4 3
Undergraduate flying training	5	1
Industrial/technical support Depots Product centers and laboratories Test and evaluation	5 6 . 1	2 3 0
Education and training Technical training Education	0	0
Space Space support Satellite control	0 2	0
Other/administrative	0	0
Air Reserve component Air National Guard Air Force Reserve	13 14	3 5
Total	75	23

The Executive Group indicated that it was unlikely the Air Force could achieve reduction goals due to its constrained ability to provide parking space and facilities for aircraft. That information would be developed during later analyses when actual realignments of force structure were considered.

After considering the preliminary closing costs, capacity analyses, operational factors such as the type of aircraft supported and the impact on air quality standards, and air encroachment potential at receiving bases, the Secretary of the Air Force directed the Executive Group to assess how the missions of third-tier bases might be allocated to other bases. An analysis of third-tier bases was completed, and if none were considered candidates for closure or realignment, the Secretary then directed that bases in the other tiers also be considered. During these

⁷Environmental impact is the eighth DOD selection criterion. However, because of its perceived importance, the Air Force also considered air quality within criteria two, which concerns the availability and condition of land, facilities, and associated air space. An Air Force Working Group official told us that beside being a factor in deciding whether to keep open or close a base, it was also a factor in excluding bases. For example, Beale and McGuire were eliminated from consideration as receivers of other bases' missions, because adding a new type or additional aircraft could increase the air pollution (measured in tons) beyond the allowed limits.

analyses, more detailed COBRA estimates were developed for various scenarios.

Some Air Force BRAC 1995 Recommendations Raise Questions

The Air Force recommendations addressed the targeted active component excess capacity primarily through realignments and the targeted reserve component excess capacity through closures. The Air Force recommended 23 closures, realignments, and disestablishments, and 7 changes to prior BRAC decisions. Three of the closures and the two disestablishments affect active duty facilities; no operational aircraft bases are recommended for closure. Table 4.3 shows the bases the Secretary of the Air Force recommended for closure/disestablishment and realignment by category/subcategory.

Number					
Category	recommended	Closure or disestablishment	Realignment		
Large aircraft/missile	2	0	Grand Forks AFB Malmstrom AFB		
Small aircraft	0	0	0		
Satellite control	1	0	Onizuka AFB		
Depots	5	0	Hill AFB Kelly AFB McClellan AFB Robbins AFB Tinker AFB		
Product centers and laboratories	3	Brooks AFB Rome Laboratory	Kirtland AFB		
Test and evaluation	4	AFEWES REDCAP	Eglin AFB Hill AFB		
Undergraduate flying training	1	Reese AFB	0		
Air Force Reserve	2	Bergstrom ARB Greater Pittsburgh IAP ARB	0		
Air National Guard	5	Moffett Federal Airfield AGS Ontario IAP AGS Roslyn AGS Springfield-Beckley Municipal Airport AGS North Highlands AGS	0		
Total	23	12	11		

While we have some concerns about the Air Force's process, we found no information that would lead us to question 15 of the 23 decisions. Seven of

the 15 decisions involved cost-effective closures of air reserve component bases, which will reduce excess capacity. Our review of the other eight showed that the decisions were based on bases and activities having relatively lower scores from the eight selection criteria, excess capacity, and low projected workloads. However, we do have unresolved questions about the basis for the remaining eight recommendations.

Reese AFB Closure

The Air Force recommended closing Reese AFB, Texas, because it rated last relative to the other four bases in the undergraduate flying training category when measured against the eight DOD selection criteria. However, community concerns arose over the issues of potential errors in the Air Force's scoring of selection criterion 1 (mission requirements) and its reliance on data gathered under the cross-service group process to make this assessment.

The Air Force's initial review of the community concerns indicated that while there were data errors, they did not significantly alter the relative scoring of the bases for criterion 1 and would not have changed the recommendation. The Air Force was finalizing its response to these issues when we completed our fieldwork. Accordingly, we did not have time to fully assess the situation.

Grand Forks AFB Realignment

The Joint Chiefs of Staff review of this recommendation found that the realignment of Grand Forks AFB, North Dakota, was problematic because of questions about its potential impact on future antiballistic missile (ABM) system deployment rights under terms of the ABM treaty. Thus, the Air Force's BRAC recommendation was adjusted to specify that the missile unit at Grand Forks AFB would inactivate unless, prior to December 1996, the Secretary of Defense determined that the need to retain ballistic missile defense options would preclude this action. The Secretary of the Air Force recommended that if such a determination was made, that the Minot AFB missile group be deactivated. After receiving the Secretary of Defense's recommendations, the BRAC Commission, on March 7, 1995, added Minot AFB to the realignment list to reflect its potential for realignment.

Kirtland AFB Realignment

According to the Air Force, Kirtland AFB, New Mexico, was recommended for realignment because it rated low relative to the other five bases in the product center and laboratory subcategory, considering all eight selection criteria. Our analysis of the eight criteria does not support the Air Force's

reasoning. In addition, other issues need to be addressed: (1) certain costs to operate existing facilities may be transferred to DOE; (2) the realignment of Kirtland AFB will not reduce excess capacity in the product center and laboratory subcategory, since the Phillips Laboratory at Kirtland will not close or move; and (3) the Air Force may not have considered other issues regarding those facilities that are scheduled to remain at Kirtland.

Our analysis shows that Kirtland's first military value criterion was among the highest of the six bases rated in the subcategory. From our analysis of the remaining seven criteria, it appears that closure cost considerations (criterion 4 and 5 in the Air Force process, involving NPV and ROI years) made Kirtland an attractive realignment candidate.

Kirtland's realignment would reduce the Air Force's operational overhead, including support previously provided to DOE and its Sandia National Laboratory located on Kirtland. However, the Air Force's savings could mean an increase in operational support costs borne by DOE. Thus, while DOD might reap some savings, the government would see much less savings. We did not have time to fully assess the magnitude and validity of costs that would be shifted to DOE; however, DOE estimates they would exceed \$30 million per year in addition to one-time costs of over \$60 million.

In previous BRAC rounds, we expressed concern that some DOD BRAC decisions excluded costs that may be incurred by other federal agencies as a result of its actions, and we recommended that DOD at least disclose such costs. DOD did not concur with our recommendation and in this BRAC round did not identify those costs.

The Air Force will reduce overall infrastructure but not laboratory capacity with this recommendation. The Air Force's Phillips Laboratory at Kirtland will remain in place. Finally, there are questions about whether the Air Force gave adequate consideration to security and operational issues regarding weapons storage facilities at Kirtland. To all appearances, the Air Force did not thoroughly consider all the factors associated with leaving this activity at Kirtland.

Five Depot Realignments

Citing the high costs of closure, the Air Force recommended that none of its five maintenance depots be closed, but instead that each be realigned. The Air Force based the realignments, which included the consolidation of 14 commodity groups, on studies that were incomplete and ongoing

outside the BRAC process. Thus, we question the validity of the Air Force's resulting depot realignment recommendations.

The studies—considered to be a regular depot workload planning evaluation and conducted independent of the BRAC process—were initiated by the Air Force Materiel Command (AFMC) in July 1994. The purpose of the studies was to evaluate the feasibility of realigning 24 commodity/process workloads. The depot maintenance workloads for almost all weapon systems and some functional processes are currently consolidated at specific air logistics centers. For example, depot maintenance for the F-16 aircraft and for landing gear for all Air Force aircraft is consolidated at the Ogden Center, Hill AFB, Utah. The Command expected that further realignments, if approved, would occur along with other realignments as a result of the BRAC review. However, Command officials said that even though the studies were incomplete, they were asked to provide their data for use in formulating the Air Force's BRAC depot consolidation recommendation.

The workload consolidation studies are expected to be completed and reviewed by the Command and the air logistics centers by mid-April 1995. Command officials stated that once the review process is complete, they can present a coordinated position on recommended commodity or workload consolidations. Given that data from their incomplete studies were used to help make BRAC recommendations, these officials believe that they should have the opportunity to suggest revisions to them.

The findings and recommendations of the current versions of the Command's studies do not fully support the realignments and consolidations recommended in DOD's February 1995 BRAC report. For example, the Command's study team report recommends no consolidation of the plating function. However, for the BRAC recommendation, the Air Force recommended this function be eliminated at one of the five depots and at the same time designated the depot as a consolidation center for hydraulics—a function dependent on plating capability. The March 10, 1995, AFMC commodity study on plating recommended no plating consolidation, noting that other consolidation study teams assumed that plating is available at each depot. Likewise, the March 1, 1995, consolidation study for the instrument and display workload recommended consolidating this workload at two sites versus the three sites called for in the BRAC report. Also, the report on advanced

⁸Plating is a metal finishing process that restores dimensions and improves properties, such as corrosion resistance, hardness, and surface smoothness to a part so that it can perform its designed functions.

composites, plastics, and metal bonding recommended workload consolidation at two sites instead of the one site recommended in the BRAC report.

In addition to inconsistencies between the preliminary Command studies and the BRAC recommendations, we noted that the studies did not cover two areas critical to making a meaningful assessment of the cost-effectiveness of proposed consolidations. Command officials affirmed that the workload consolidation reports do not address (1) the potential impact of workload consolidation on the rates charged by the air logistics centers for their services and (2) the extent to which residual workload capability would have to be retained at each depot subject to workload transfers to other depots. However, the officials said that the Command is studying both of these issues and plans to report on them as part of the workload consolidation study. These data appear to be essential for making a meaningful assessment of the cost-effectiveness of the proposed consolidations.

We also noted that workload shifts resulting from realignments proposed by the Air Force would move workload to depots that appear to be downsizing apart from BRAC. For example, one depot, Sacramento Air Logistics Center, California, is losing almost all its unique airframe workload as a result of force structure downsizing. As workload declines and commensurate personnel positions are reduced, it would become less costly in the future to close this facility. However, if the Air Force continues to spread workload among all five depots, it will continue to be costly to close any of these activities in the future.

Changes to 1991 and 1993 Base Closure Commission Recommendations

The Air Force recommended seven changes to recommendations for the closure and realignment of five bases in 1991 and 1993. These changes were made because of either force structure changes or Air Force evaluations that redirected missions and functions. The Air Force believes they will result in about \$20.6 million recurring annual savings. Table 4.4 shows the recommended changes to 1991 and 1993 BRAC Commission recommendations.

Base	Recommended change	Justification
Griffiss AFB	Inactivate the 485th Engineering Installation Group (EIG) and transfer its functions elsewhere.	Renovation of originally planned receiver site too costly.
Griffiss AFB	Close the airfield at Griffiss AFB and use the Fort Drum airfield for mobility, contingency, and training support to the 10th Infantry (Light) Division.	Operation of airfield at Griffiss AFB far exceeds earlier estimated costs.
Homestead AFB	Relocate 301st Rescue Squadron (AFRES) to Patrick AFB, FL, instead of reconstructing its facilities at Homestead AFB.	The relocation will enable the 301st to provide primary support to space shuttle missions more efficiently and cost-effectively with less disruption to the unit and mission.
Homestead AFB	Relocate 726th Air Control Squadron to Mountain Home AFB, ID.	Original receiving base, Shaw AFB, SC, does not have adequate radar coverage of training airspace.
Lowry AFB	Inactivate Det. 1, Space Systems Support Group; some personnel and equipment will relocate to Peterson AFB, CO.	Consolidate software support at Peterson AFB with resulting elimination of personnel positions and cost savings.
MacDill AFB	Retain MacDill airfield as part of MacDill AFB.	Deputy Secretary of Defense and Chairman of the JCS have validated airfield requirements of the two unified commands at MacDill AFB.
Williams AFB	Retain Armstrong Laboratory Aircrew Training Research Facility at its present location as a stand-alone activity.	Facilities at Orlando, FL, are not available at the estimated cost and Navy actions in 1993 BRAC reduced pilot resources necessary for the facility's work.

Impact of Cross-Service Group Alternatives on Air Force Decisions

As part of its process, the Air Force assessed alternatives offered by the five functional cross-service groups. The Air Force collected data on behalf of and under the direction of the joint cross-service groups. From the responses to the data calls, the cross-service groups conducted functional analyses of the bases within each subcategory for criterion 1 and developed ratings for them. The Air Force then developed a criterion 1 grade for each base from this data. The final Air Force recommendations incorporated five of the cross-service groups' alternatives. The Air Force considered and analyzed the following cross-service alternatives:

• Test and Evaluation. The Air Force incorporated two of the five alternatives related to test and evaluation facilities in its recommendations—the disestablishment of the Air Force Electronic Warfare Evaluation Simulator (AFEWES) Activity at Fort Worth, Texas, and the Real-Time Digitally Controlled Analyzer Processor (REDCAP) Activity at Buffalo, New York. The two activities were not part of the Air Force process because they did not meet DOD's threshold of 300 authorized civilian positions. The Air Force rejected the other three alternatives,

- which included moving Air Force functions to other services, because it did not consider the moves cost-effective or operationally beneficial.
- Product Centers and Laboratories. The Air Force incorporated parts of 2
 of 11 recommended alternatives related to laboratories—the closure of
 Rome Laboratory and relocation of its functions to Hanscom AFB,
 Massachusetts, and Ft. Monmouth, New Jersey. It rejected the rest, citing
 cost and operational considerations.
- Undergraduate Pilot Training. The Air Force incorporated one of three
 alternatives related to undergraduate pilot training—the closure of Reese
 AFB, Texas. This alternative supported the Air Force's own analysis. The
 other two alternatives were to close a second Air Force pilot training base.
 The Air Force concluded that too much capacity would be reduced if two
 pilot training bases were closed.
- Medical Treatment Facilities. The Air Force rejected all eight alternatives for medical treatment facilities. The Air Force said that four of the alternatives would affect readiness or have service-specific mission implications. The other alternatives were rejected because the Air Force either thought they required a more extensive evaluation of availability of other resources or wanted to keep open options to size the medical asset to fit future requirements.
- Maintenance Depots. The Air Force considered the two proposed alternatives to close two maintenance depots because they supported its own analysis, which placed both bases in the bottom tier. The two depots—Kelly AFB, Texas, and McClellan AFB, California—became the initial focus for possible closure, and, until early February 1995, the Air Force was analyzing this option. However, the Air Force concluded that one-time costs to close one or both depots would be significant (\$653 million for Kelly and \$514 million for McClellan and over \$1 billion for both). According to a Working Group official, recommending closure of one or both depots would have precluded recommending other actions. This official also said that, although not a factor in the Air Force's analysis. the Air Staff knew that considerable additional costs would be incurred for environmental cleanup if any depots were closed. On February 3, 1995, the Secretary directed the Executive Group to concentrate on other alternatives, such as consolidations and downsizing. This new direction led to a recommendation to consolidate 14 commodity groups, realign workloads within the 5 depots, and downsize personnel.

Cost Was an Important Factor in Air Force Decisions As indicated earlier, closure costs were an important factor in the Air Force's decision-making process. The closure and realignment of AFBs selected for the most part had relatively small implementation costs and provided immediate or near-term savings. According to a Working Group

official, the planning target to spend on implementing all recommendations was \$1 billion. Table 4.5 summarizes costs and savings data for the bases recommended for closure and realignment.

Table 4.5: Estimated Costs and Savings Resulting From Air Force Recommendations

Fiscal year 1996 dollars in millions

Installation	One-time costs ^a	6-year net savings ^b	Recurring annual savings ^c	ROI ^d years	20-year NPV ^e
Grand Forks AFB	\$11.9	\$111.8	\$35.2	Immediate	\$447.0
Malmstrom AFB	17.4	5.2	5.1	4	54.3
Onizuka AFB	124.2	(125.7)	30.3	8	181.6
Five Air Logistics Centers	183.0	138.6	89.0	2	991.2
Brooks AFB	185.5	(138.7)	27.4	7	142.1
Kirtland AFB	277.5	(158.8)	62.0	3	464.5
Rome Laboratory	52.8	(15.1)	11.5	4	98.4
AFEWES	5.8	(2.6)	0.8	7	5.8
Eglin AFB	2.2	6.3	2.6	1	31.4
REDCAP	1.7	1.9	0.9	1	11.0
Utah Test and Training Range, Hill AFB	3.2	62.4	12.4	Immediate	179.9
Reese AFB	37.3	51.9	21.5	2	256.8
Bergstrom ARB	13.3	93.4	20.9	Immediate	291.4
Greater Pittsburgh ARS	22.3	36.3	13.1	2	161.1
Moffett Federal Airfield AGS	15.2	4.4	4.8	4	50.1
North Highlands AGS	1.3	(0.5)	0.2	8	1.5
Ontario IAP AGS	0.8	(0.3)	0.1	8	0.9
Roslyn AGS	2.4	0.7	0.7	4	7.6
Springfield-Beckley Municipal Air Port AGS	23.4	(5.6)	4.2	6	35.1
485th Engineering Installation Group, Griffiss AFB	0.5	26.8	2.9	Immediate	53.6
Airfield Support for Army, Griffiss AFB	51.3	(12.9)	12.7	5	110.8
301st Air Rescue Squadron, Homestead AFB	4.6	1.5	1.5	4	15.4
726th Air Control Squadron, Homestead AFB	7.4	2.3	0.2	Immediate	4.6
Det.1, Space Support Group, Lowry AFB	1.7	10.9	3.0	1	39.0
Williams AFB	0.0	18.4	0.3	Immediate	21.0
Total	\$1,046.7	\$112.6	\$363.3		\$3,656.1

(Table notes on next page)

Note: Totals may not compare to those in DOD's report due to rounding.

^aThis represents unique one-time costs to implement the recommendation.

bThis represents net savings within the 6-year implementation period.

^cProjected recurring annual savings after the 6-year period.

^dReturn on investment (ROI) years means the number of years after completion of the implementing action until savings begin to exceed the costs associated with the implementing action. "Immediate" means upon completion of the implementing action.

^eNet present value (NPV) is net savings after closure costs, measured over 20 years and discounted at the rate of 2.75 percent.

AFAA did a limited review of COBRA cost and savings data associated with its service's recommendations. AFAA audited a sample of the higher cost elements calculated by COBRA for the Air Force's preliminary and more detailed closing cost analyses and determined that data entered into the COBRA model could be traced to an appropriate source. They did not verify that all inputs to COBRA were certified. Since the public announcement of the BRAC recommendations, the Air Force has sent teams of personnel, including AFAA representatives, to affected bases to develop more comprehensive data regarding expected costs and savings.

Cost and Operational Factors Eliminated Some Candidates From Consideration Several bases (see table 4.6) were screened for possible closure but not selected because of operational considerations, environmental issues, and closure costs.

Table 4.6: Summary of Estimated Costs and Savings for Air Force Bases Not Recommended for Closure or Realignment

Fiscal year 1996 dollars in millions

Installation	One-time costs ^a	6-year net savings ^b	Recurring annual savings ^o	ROI years	20-year NPV
Beale AFB	\$199.0	\$62.6	\$52.6	3	\$566.9
Ellsworth AFB	40.7	247.7	63.4	1	849.1
Scott AFB	239.6	11.2	53.6	5	528.3
Cannon AFB	72.9	118.8	40.2	2	501.8
Holloman AFB	257.2	36.7	65.1	4	663.2
Moody AFB	97.5	85.6	36.9	2	438.4
Kelly AFB	652.8	(558.7)	70.4	10	179.5
McClellan AFB	513.7	(366.1)	95.8	5	607.0
Hanscom AFB	421.3	(370.2)	50.5	9	158.0
Los Angeles AFB	449.7	(375.8)	49.5	10	142.0
Total	\$2,944.4	(\$1,108.2)	\$578.0		\$4,634.2

Note: Totals may not compare to those in DOD's report due to rounding.

As part of our analysis of the recommendations, we obtained information about the reasons that potential candidates were not selected for closure or realignment. Some information came from the Executive Group's minutes, while other information came from extensive discussions with Air Force Working Group officials.

Operational Aircraft and Missile Bases

The Air Force did not recommend closing any operational-type (large and small aircraft/missile) bases, even though its analysis indicated a potential excess of eight of these bases. In rating and tiering the bases, the Air Force placed only six bases in the lowest, or third, tier. Although these bases, as well as some from the second tier, were extensively reviewed as closure candidates, the Secretary of the Air Force did not recommend any for closure for operational and cost reasons.

Large Aircraft and Missile Bases

Three large aircraft bases—Ellsworth AFB (which bases the B-1 bomber), Grand Forks AFB, and Scott AFB, Illinois—were rated in the bottom tier and were considered for closure. In discussions between the Air Force

^aThis represents unique one-time costs to implement the recommendation.

^bThis represents net savings within the 6-year implementation period.

[°]Projected recurring annual savings after the 6-year period.

Secretary and the Executive Group regarding Ellsworth, concerns were raised about overloading Dyess AFB, Texas, the other B-1 bomber base. Other concerns were the placement of all B-1 assets at a single location and provisions in the Strategic Arms Reduction Treaty that preclude collocation of nonnuclear-capable aircraft (the B-1) with nuclear-capable aircraft (the B-52). The Secretary and the Executive Group were also concerned about the high one-time costs (\$250 million) to close Scott and the disruption of the U.S. Transportation Command's activities at the base. For Grand Forks, a Working Group official said that the Executive Group's analyses and discussions with the Secretary centered on finding a base that could receive Grand Forks' 48 KC-135 aircraft as a single package. Consideration was given to moving the aircraft to McGuire AFB, New Jersey, but air quality issues there precluded the action. Also, Grand Forks is a prime location for single integrated operational plan (SIOP) purposes.

After discussing the bases in the bottom tier, the Secretary looked at candidate bases from the middle tier, giving primary attention to Minot AFB; Beale AFB, California; and Malmstrom AFB. According to a Working Group official, Minot AFB could have been closed; however, the Air Force does not intend to decrease its B-52 inventory, as planned, and a suitable receiver base could not be found. For example, moving Minot's B-52 aircraft to other bases like Beale raised air quality environmental concerns, as well as concerns over the high cost (\$183 million) to move the mission. Beale AFB was cited as a potential base to receive a special operations wing returning from overseas. The Executive Group minutes point out that closing Beale and moving its U-2 aircraft would create problems of overloading aircraft and encroachment problems at the potential receiving base (Davis-Monthan AFB, Arizona). The Working Group official also said that the importance of the Minuteman Missile Field at Malmstrom AFB precluded it from being a closure candidate. The Secretary also discussed the other second tier bases (Offutt AFB and McGuire AFB) but eliminated them from further consideration because of their missions. The Secretary did recommend the realignment of Grand Forks and Malmstrom AFBS.

Small Aircraft Bases

Three small aircraft bases were rated in the bottom tier—Cannon AFB, New Mexico; Holloman AFB, New Mexico; and Moody AFB, Georgia. According to Executive Group minutes, potential receiving bases (Hill AFB, Utah; Nellis AFB, Nevada; and Shaw AFB, South Carolina) have operational constraints affecting their ability to accommodate aircraft and meet range and training requirements. According to the minutes, Cannon and Holloman had airspace and range capabilities that would be difficult to

replace if both closed. Holloman, according to a Working Group official, had the unique mission of maintaining the F-117 aircraft and had the airspace and training ranges needed to support that aircraft; therefore, it could not be considered a candidate for closure. Also, relocating its aircraft to other locations (Nellis and Shaw) would overload their base facilities. Moreover, according to a Working Group official and Executive Group minutes, moving aircraft from Moody AFB to other locations would cause air congestion problems and overloading of facilities at the prospective receiving bases (Hill and Shaw AFBs). Finally, the four active F-16C LANTIRN-equipped squadrons at Moody AFB would require a receiving base to be able to support the aircraft's specialized equipment.

After discussing the bases in the bottom tier, the Secretary looked to the middle tier bases for closure options, but basically the same operational impacts and concerns surfaced. From these analyses, the Secretary concluded that no small aircraft bases could be closed.

Product Center and Laboratory Bases

Two bases were discussed as candidates but not selected—Los Angeles AFB, California, and Hanscom AFB. According to a Working Group official, the bases were not recommended for closure or realignment because they are collocated with Federally Funded Research and Development Centers (Aerospace Corporation and MITRE Corporation). Closing either base would be costly because its respective corporation would also have to be moved. Furthermore, the Air Force did not want to lose its relationship with the high-technology industry close to those bases.

Need to Reassess Closure of Newark AFB Aerospace Guidance and Metrology Center In our December 9, 1994, report entitled Aerospace Guidance and Metrology Center: Cost Growth and Other Factors Affect Closure and Privatization (GAO/NSIAD-95-60), we noted that the justification for closing Newark AFB/Aerospace Guidance and Metrology Center (AGMC) is not clear for several reasons. Among other things, one-time closure costs had doubled and may still be underestimated. As a result, the payback period has increased to at least 17 years and as much as over 100 years—depending on the assumptions used. Moreover, projected costs of conducting post-privatization operations could exceed the cost of current Air Force operations and reduce or eliminate projected savings. This report also pointed out other closure and privatization problems that created uncertainty about the feasibility of the Air Force's planned action.

Although DOD generally concurred with our report, the Department responded on March 8, 1995, that there was currently not enough data to

conclude that privatizing the Center's workload in place is not a feasible and cost-effective alternative. DOD noted that the Air Force strategy is to continue moving toward privatization while concurrently reassessing organic alternatives, such as moving all the AGMC workloads to other Air Force and interservice depots. DOD also noted the Air Force has engaged a contractor to provide an independent cost assessment of alternative approaches to privatization-in-place and an independent certification of the privatization source selection board methodology/conclusions. However, our review of the contractor's recent assessment of the costs of privatizing the Center's workload and of moving the workload to other organic depots indicates that the costs of both of these options may be much higher than continuing the operation of the Center as a government facility.

Conclusions and Recommendations

The Air Force is recommending the closure/disestablishment or realignment of 23 installations, including 7 reserve bases, plus 7 changes to prior BRAC decisions. Only five of the closures and disestablishments affect active-duty facilities; no operational bases are recommended for closure. The Air Force's recommendations to realign rather than close any maintenance depots did not appear to be well thought out or adequately supported. They do not fully address the problem of significant excess capacity in the depot system, and it is not clear that the realignments will achieve indicated savings. Moreover, they also appear to be adding work to depots that are being downsized outside the BRAC process.

The realignment of Kirtland AFB is estimated to save the Air Force money, but a significant amount of these savings would be offset by added costs to DOE. Also, questions arise concerning whether the Air Force gave adequate consideration to security and operational issues at Kirtland before reaching its realignment decision. Additionally, as the Commission is aware, the realignment of the Grand Forks AFB depends on a DOD decision to retain ballistic missile defense options. Likewise, community concerns regarding the Reese AFB closure were not fully resolved at the time we completed our work. These issues will need to be addressed by the Commission before a final decision is reached.

The Air Force gave great weight to preliminary closing costs before rating its bases, which influenced the relative rating of bases. The impact of closure costs on BRAC decisions cannot be fully assessed, but their greater impact may have been on eliminating bases from closure consideration. Documentation of the Air Force's process was too limited for us to

substantiate the extent of its deliberations and analyses; this made it difficult to verify what had actually transpired.

Recommendations to the Secretary of the Air Force

If the Congress should mandate future BRAC rounds and DOD retains its eight selection criteria, we recommend that the Secretary of the Air Force more fully document all analyses and decisions, including cost data.

Recommendations to the Commission

Given the uncertainty associated with the Air Force's recommendation regarding its depots, we recommend that the BRAC Commission, at a minimum, require more complete plans for eliminating excess capacity and infrastructure from the Air Force before approving the recommendation. Also, we recommend that the Commission closely examine expected cost savings and operational impacts associated with the Kirtland AFB realignment. Additionally, we recommend that the Commission have DOD identify those closures and realignments that have costs and savings implications that affect other federal agencies.

Further, in light of the available evidence indicating that closure of AGMC may not be cost-effective, we recommend that the Commission consider requiring that DOD report to the Commission on the comparative cost-effectiveness of both options under consideration, privatization-in-place or the transfer of workload to other DOD depots, versus the current cost of performing AGMC operations.

The Army is recommending the closure and realignment of 44 installations, including 3 leases of facilities, and 15 minor sites. These recommendations incorporate several alternatives provided by cross-service groups. The Army's process for evaluating and recommending installations for closure or realignment was generally sound and well documented. However, we are highlighting some recommendations for the Commission's attention because of a variance in how they were assessed compared to others or because of other open issues.

Implementation costs were a significant factor in the Army's decision-making, but only after military value analyses had identified candidate installations for study. At the same time, some candidate installations/facilities ranked relatively low in military value and had the potential for long-term savings, but they were excluded from closure or realignment consideration because of closing costs and other considerations.

Few Changes Were Made to the Army's Sound Process

The Army completed its BRAC 1995 review using basically the same process it had used in prior rounds. Only a few changes were made to the process for BRAC 1995, including (1) the basing categories for some facilities to provide a different grouping for a better assessment of relative military value and (2) a more direct and clear link between the Army's data calls and DOD's four military value selection criteria. The Army's process for evaluating and recommending installations for closure and realignment generally complied with legislation and OSD policy guidance, was well documented, was supported by generally accurate data, and appeared reasonable. Although explainable, there was some variance in the Army's application of its process for two groups of installations and facilities.

In keeping with a suggestion from the 1993 BRAC Commission's report, the Army also established a separate review category for leased facilities. All leases (including groups of leases in the same headquarters and same geographical area) costing more than \$200 thousand per year were identified as study candidates. However, the Army's military value analysis for leased facilities was not done in the same way as it was for installations. To assess the military value, an installation assessment was

¹The Army Audit Agency (AAA) provided comprehensive review and oversight of each segment of the process, to include reviewing the primary data sources and analytical approaches; this included checking COBRA entries against source documents. In all cases where discrepancies were found, corrections were made. None of the discrepancies, however, were considered material or affected any of the recommended closures or realignments

coupled with the operational requirements in the stationing strategy. In contrast, the stationing strategy alone provided the basis for the military value of leased facilities. One tenet of the stationing strategy was to minimize the use of leased facilities. The Army did not prepare installation assessments for leased facilities because it believed that they do not have the same measurable attributes and characteristics as installations and were not competing against each other for retention purposes.

The Army also included within its BRAC process a review of minor sites, many of which contained less than 100 acres and had few, if any, tenants or employees. These sites were identified by the major commands as being excess to their needs and of low military value. These sites were added during the latter stages of the Army's BRAC process and also underwent a different review from the normal military value assessment completed under the Army's BRAC process. Once identified as excess to the Army's needs and of low military value by the major commands, the Army's BRAC group evaluated the impact of closing each site on operations and the ROI.

We monitored all aspects of the decision process from the beginning. We had access to and reviewed key documents, discussing aspects with key officials, and observed the process as it occurred. We also sat in on selected meetings and were able to verify that the Army was following its established policies and procedures. As a result, we were able to track the analysis of each installation through the process. The Army gave priority consideration to military value criteria, as required, and its decision-making appeared logical, consistent, and fair. Some installations were not selected for closure, based on closing costs and/or operational considerations, even though they ranked relatively low in military value compared with other installations in the respective installation categories.

An important part of the Army's process, as in prior BRAC rounds, was periodic consultation with senior military and civilian Army officials. These key Army officials were involved in each phase of the process. Deliberative minutes were kept for each of the meetings with the key officials. These minutes documented key decisions made during the process relative to the Army's installations. The end result was the closure and realignment recommendations made by the Secretary of the Army to the Secretary of Defense.

Identifying Closure and Realignment Candidates

The Army initially identified 112 installations/facilities (including the 15 leases of facilities), which it placed in 14 categories for initial screening in BRAC 1995. The Army later added 20 minor sites for closure or realignment consideration as a separate category. Selected installations/facilities were eliminated from further consideration at various points in the process due to their strategic importance or continuing operational need. For example, Fort Bragg, North Carolina, was excluded from further study; it has a high military value because it is the home of the 82nd Airborne Division and is located near Pope AFB.

By the time the Army completed its military value assessments, it had reduced the number of candidates for further consideration to 45 installations and 15 leases of facilities. At this point, the Army selected candidates that were relatively low in military value and that the Army's stationing strategy indicated could be excess. The documentation for this part of the process clearly supported the Army's conclusions concerning the candidates selected. Table 5.1 shows the installation categories and the number of installations and candidates in each category.

Table 5.1: Army's BRAC Installations, by Category, and Potential Candidates for Closure

Installation category	Number of installations	Closure candidates
Maneuver areas	11	4
Major training areas	10	8
Command and control/administrative support	15	11
Training schools	14	5
Professional schools	4	0
Ammunition production	8	0
Ammunition storage	8	5
Commodity	9	3
Ports	3	2
Depots	4	2
Proving grounds	4	1
Medical centers	3	1
Industrial facilities	4	3
Subtotal	97	45
Leased facilities	15	15
Total	112	60

Table 5.1 does not include the 20 minor sites, which were not originally aligned with any of the BRAC installation categories. Also, the Army did not

identify candidates in the professional schools and ammunition production categories because it believed that these categories had no excess capacity. These conclusions were supported by the stationing strategy, which said that none of the schools/installations in these categories should be closed.

Once the candidates were selected and approved by the Secretary of the Army and the Army Chief of Staff, alternatives or action scenarios were identified and examined for their viability to facilitate implementing potential closures or realignments. The scenarios were derived from several sources such as force structure decisions, the Army's stationing strategy, and major Army command recommendations.

For each scenario, the Army analyzed (1) affordability, (2) economic impact, (3) environmental impact, (4) community impact, and (5) the ability to complete closure or realignment within 6 years as required.

Army's 1995 BRAC Recommendations Were Largely Well Supported

The Army recommended 44 closures and realignments (26 installations, 3 leases of facilities, and 15 minor sites) to the Secretary of Defense. From our analysis of available documentation, we concluded that the candidates recommended for closure or realignment were generally among those ranking lowest in military value in their respective categories. However, the Commission may want to more closely examine three of the Army's recommendations. One involves the recommended closure of an Army base previously rejected in two prior BRAC rounds. The other two involve realignments. One realignment involves a change in a prior BRAC decision involving the consolidation of missile maintenance functions at a single location. The other realignment, while appearing sound, is caught up in debate over the accuracy of some data. Table 5.2 shows the installations recommended for closure or realignment by installation category.

Table 5.2: Army BRAC
Recommendations by Installation
Category

Installation category	Number recommended for closure and realignment	Installations recommended for closure or realignment
Maneuver areas	0	None
Major training areas	6	Fort Chaffee Fort Dix Fort Greely Fort Hunter Liggett Fort Indiantown Gap Fort Pickett
Command and control/administrative support	8	Fort Buchanan Fort Hamilton Kelly Support Center Fort Meade Price Support Center Fort Ritchie Fort Totten Selfridge
Training schools	2	Fort Lee Fort McClellan
Professional schools	0	None
Ammunition production	0	None
Ammunition storage	3	Savanna Depot Seneca Depot Sierra Depot
Commodity	0	None
Ports	1	Bayonne
Depots	2	Letterkenny Red River
Proving grounds	1	Dugway
Medical centers	1	Fitzsimons
Industrial facilities	2	Stratford Plant Detroit Tank Plant
Leased facilities	3	Aviation and Troop Command Army Concepts Analysis Agency Army Information System Software Command
Minor sites	15	See app. IV, table 3.

Recommended Change to a Previous BRAC Decision

The Army recommended one change to a 1991 BRAC Commission recommendation regarding "Tri-Service Project Reliance." This change would cancel the relocation of environmental and occupational toxicology

research from Fort Detrick, Maryland to Wright-Patterson AFB. The Army now recommends relocating the health advisories environmental fate research and military criteria research functions of the Environmental Quality Research Branch to the Army Environmental Hygiene Agency, Aberdeen Proving Ground, Maryland, and keeping the remaining functions at Fort Detrick. The Army has determined that implementing the 1991 recommendation gives it no operational advantage. In addition, the Army found that significant new construction will be avoided because Aberdeen Proving Grounds has facilities available. We found no basis to question the Army's assumptions.

Open Issues That Should Be Addressed by the BRAC Commission

In our examination of the Army's recommendations, a question was raised about Fort McClellan being proposed for closure in BRAC 1995 after previously having been rejected for closure by the BRAC Commission. Also, some questions were raised concerning the accuracy of some data used in the military value analysis for ammunition storage installations. In addition, concerns were expressed regarding the recommendation to realign Letterkenny Army Depot. These issues are summarized below.

Fort McClellan

Of the Army's closure recommendations, only one involves an installation the BRAC Commission previously rejected for closure—Fort McClellan. Unlike its prior recommendations, the Army's BRAC 1995 recommendation would relocate the Chemical Defense Training Facility along with the Chemical School to Fort Leonard Wood. In BRAC 1993, the Army planned to keep the training facility at Fort McClellan but move the Chemical School to Fort Leonard Wood. The 1993 BRAC Commission had questioned the wisdom of separating the training facility from the Chemical School.

The report of the 1993 brac Commission states that if the Secretary of Defense wanted to move the Chemical School and the training facility in the future, the Army should obtain the required permits and certification for the new site before the 1995 brac process. However, the Army did not officially begin this process until it was certain that Fort McClellan would be recommended for closure. According to the Secretary of the Army, obtaining the required permits before Fort McClellan was recommended for closure would have been premature and also would have created unnecessary apprehension among personnel at the base. The Secretary also stated that if the permits and certifications cannot be obtained, Fort McClellan will not be closed.

Ammunition Storage Installations

Community concerns about the development of military value for ammunition storage installations centered around the accuracy of some of the information used to score all of the installations. Specifically, data in two of the attributes were questioned—ammunition storage and total buildable acres. For example, buildable acres at one facility increased by over 300 percent between BRAC rounds in 1993 and 1995. Our follow-up and that of the Army's seem to support the existence of some data inaccuracies; however, the correct information has not yet been ascertained. Army officials have informed us that they will determine what is correct and make the necessary adjustments. Using available data, we performed a sensitivity analysis (using the lower buildable acre figure from BRAC 1993) to determine the impact of changes and did not notice any change in the installation rankings. The Commission may want to ensure that the corrected data has been obtained and assessed prior to making a final decision on this recommendation.

Letterkenny Army Depot

Concerns regarding the recommendation to realign Letterkenny Army Depot, Pennsylvania, centered around the completeness of closure cost data and the extent that the current BRAC recommendation represents a change from the 1993 BRAC decision to consolidate all tactical missile maintenance at one location. Concerns have been expressed that costs associated with the proposed realignment of the tactical missile maintenance mission from Letterkenny to Tobyhanna Army Depot, Pennsylvania, are understated and could be much greater than initially indicated. We found that some one-time moving and site preparation costs were not included but currently appear to be relatively small, between \$3 million to \$5 million. Assuming no significant additional costs are identified, the inclusion of the \$3 million to \$5 million in the COBRA would have no impact on the current ROI.

Concerns also have been expressed that the 1995 recommendation represents some departure from the plan for consolidating tactical missile maintenance at one site. The 1995 recommendation would split up some of the work by transferring the missile guidance system workload to Tobyhanna while preserving the tactical missile disassembly and storage at Letterkenny. Maintenance on the associated ground support equipment, such as trucks and trailers, would be done at Anniston Army Depot, Alabama. There are differences of opinion concerning the impact of separating these functions on the concept of consolidated maintenance. The Commission may want to examine this issue further.

Impact of Cross-Service Group Alternatives on Army Decisions

In addition to completing affordability and other analyses of its study candidates, the Army assessed various alternatives suggested by the five functional cross-service groups. The Army analyzed only those cross-service group alternatives in which the Army was the "losing" military department, that is, an Army activity/function would be shifted to another service. In analyzing its cross-service group alternatives by functional category, the Army concluded the following:

- <u>Test and Evaluation</u>. Each alternative represented minor workload shifts and offered no opportunity for a base closure or realignment. It therefore rejected the alternatives.
- <u>Laboratories</u>. Each alternative represented minor workload shifts and offered no opportunity for a base closure or realignment. It therefore rejected the alternatives.
- <u>Undergraduate Pilot Training.</u> No alternatives were presented where the Army was the losing department. Therefore, no Army analysis was done.
- Medical Treatment Facilities. The Army accepted three of the six alternatives proposed by the cross-service group, including closure of Fitzsimmons Army Medical Center and the realignments of Kenner (Fort Lee) and Kimbrough (Fort Meade) Army hospitals to clinics. The Army modified the alternative to realign Noble Army Hospital (Fort McClellan) and recommended closure instead, since the Army is recommending the closure of Fort McClellan. The Army cited operational considerations in not accepting the remaining two alternatives.
- Maintenance Depots. The cross-service group recommended the realignment of 17 work packages that required Army analysis as the losing service, and 2 closures. The Army accepted 3 work packages, modified 6 others, and rejected 8 due to either cost or operational reasons. The Army's own recommendations to close Letterkenny and Red River depots coincided with alternatives of the cross-service group.

Cost as a Factor in Army Decisions

Army installations/facilities selected for closure or realignment generally had relatively small one-time closing costs and provided almost immediate savings after completing the closure. In fact, the estimated cost of closure or realignment was one of the factors that limited the size of the Army's recommendation list. For those facilities/installations selected for further study but not recommended for closure or realignment, the reasons most frequently cited by the Army were cost and operational requirements.

²A work package contains the proposed transfer of a defined body of work.

To execute its 1995 BRAC actions, the Army was guided in its decisions by a \$729-million budget for the 6-year implementation period. The Army exceeded the planning budget by approximately \$400 million, for a total cost of \$1.1 billion. Although costs were a factor in the decision-making process, we found no evidence, based on our review of the documentation and our exposure to the process, that the study group withheld any potential recommendations from the Secretary of the Army because of costs. The Army had no minimum financial criteria for closing or realigning an installation. Each was considered on its own merits. Nevertheless, a ROI during the 6-year period was viewed as favorable. In fact, recommended actions for each of the candidates were briefed to the Secretary of the Army for his approval or disapproval. Table 5.3 summarizes estimated costs and savings resulting from Army BRAC recommendations.

Table 5.3: Estimated Costs and Savings Resulting From Army BRAC Recommendations

Fiscal year 1996 dollars in millions

			Recurring	
Installation	One-time costs ^a	6-year net savings ^b	annual savings°	ROI years
Chaffee	\$9.6	\$39.4	\$13.5	1

Installation	One-time costs ^a	savings ^b	savings	ROI years	20-year NPV
Chaffee	\$9.6	\$39.4	\$13.5	1	\$168.2
Dix	19.4	112.2	38.3	1	477.9
Greely	22.7	43.0	19.0	1	224.8
Hunter Liggett	6.5	11.7	5.5	1	64.4
Indiantown	12.7	66.6	22.5	1	281.5
Pickett	25.5	41.1	20.7	Immediate	240.6
Buchanan	74.4	(49.6)	9.6	7	45.4
Hamilton	2.1	3.2	7.2	Immediate	74.0
Kelly	35.7	(21.9)	5.0	6	27.5
Fort Lee	2.1	15.5	3.7	1	50.5
Fort Meade	1.6	16.4	3.5	1	49.5
Price	3.6	35.5	8.5	Immediate	116.3
Ritchie	92.8	82.9	65.1	1	712.1
Totten	3.7	0.1	1.7	1	16.8
Selfridge	5.3	47.3	9.8	Immediate	139.7
McClellan	259.1	(122.0)	44.8	6	315.9
Savanna	37.8	(12.2)	12.7	2	111.9
Seneca	14.9	34.0	21.5	Immediate	241.9
Sierra	14.1	54.5	28.8	Immediate	333.0
Bayonne	44.1	(7.6)	10.1	5	90.1

(continued)

Fiscal year 1996 dollars in millions

Installation	One-time costs ^a	6-year net savings ^b	Recurring annual savings ^c	ROI years	20-year NPV
Letterkenny	50.3	206.6	77.8	Immediate	952.2
Red River	59.6	313.1	123.5	Immediate	1,497.3
Dugway	25.4	61.0	25.6	1	306.7
Fitzsimons	102.9	179.1	83.6	Immediate	983.2
Stratford	2.1	23.9	5.9	Immediate	79.7
Detroit Tank Plant	1.4	7.9	3.1	Immediate	38.2
Subtotal	\$929.4	\$1,181.7	\$671.0		\$7,639.3
Minor installations	15.6	12.6	6.6		72.5
Leases	155.2	5.7	47.6		468.2
Redirect	0.3	4.5	0.0	Immediate	4.1
Total	\$1,100.5	\$1,204.5	\$725.2		\$8,184.1

Note: Totals may not compare to those in DOD's report due to rounding and other adjustments to correct minor errors.

Costs and Other Factors Eliminated Some Closure Candidates

Senior Army leadership exercised operational, financial, military, and other judgments in making ultimate decisions not to recommend some installations for closure. The Secretary of the Army eliminated some candidates having (1) sizable cost savings but significant up-front closing costs, (2) relatively low military value, and/or (3) operational value considerations precluding their closure. Table 5.4 summarizes cost and savings information for selected Army installation/facilities studied but not recommended for closure or realignment.

^aThis represents unique one-time costs to implement the recommendation.

^bThis represents net savings within the 6-year implementation period.

^cProjected recurring annual savings after the 6-year period.

Table 5.4: Estimated Costs and Savings for Selected Army Installations Excluded From Consideration

Fiscal year 1996 dollars in millions

Installation	One-time costsª	6-year net savings ^b	Recurring annual savings ^c	ROI years	20-year NPV
Drum	\$405.3	\$(127.2)	\$121.3	4	\$1,070.6
Riley	690.2	(413.4)	110.8	7	688.4
Richardson	392.8	(266.4)	56.3	8	300.4
Wainwright	390.8	(280.9)	48.5	10	213.1
A.P. Hill	5.0	45.5	14.1	Immediate	180.1
McCoy	119.5	206.9	95.4	1	1,121.6
Gillem	65.1	(16.1)	15.0	5	129.3
Meade	653.9	(499.2)	64.2	12	149.9
Monroe	93.9	(24.4)	23.8	2	208.3
Eustis/Story	480.9	(322.8)	48.4	11	152.7
Lee	716.9	(606.9)	32.1	35	(273.3)
Leonard Wood	623.9	(348.8)	82.6	8	462.9
Presidio of Monterey	429.3	(392.3)	13.5	86	(246.2)
Pueblo	17.0	2.6	29.1	Immediate	290.3
Umatilla	10.0	2.9	19.0	Immediate	190.1
Cold Laboratory	52.9	(41.4)	4.1	18	(0.5)
Natick	160.4	(77.1)	26.6	7	185.3
Picatinny	314.3	(156.3)	48.0	8	317.2
Oakland	34.6	25.2	16.1	2	179.9
Lima	3.0	20.4	6.2	Immediate	79.7
Total	\$5,659.7	(\$3,269.7)	\$875.1		\$5,399.8

Note: Totals may not add due to rounding.

As part of our analysis of the recommendations, the following are brief summaries of the reasons that potential candidates were not selected for closure or realignment.

Maneuver Areas

Forts Drum, New York, and Riley, Kansas. The Army considered these two installations because of their relatively low military value as maneuver

^aThis represents unique one-time costs to implement the recommendation.

^bThis represents net savings within the 6-year implementation period.

^cProjected recurring annual savings after the 6-year period.

installations and the Army's desire to do a broader assessment of this category. While estimated savings from closing these installations were significant, so were the associated closing costs. Citing the overall importance of maneuver installations to station and train ground forces and to support the stationing strategy, along with the high costs associated with closure, the Army decided that Forts Drum and Riley should remain open.

Forts Richardson and Wainwright, Alaska. The Army's stationing strategy seems to suggest that only one base is needed in Alaska to support one maneuver brigade and support forces. Initial Army studies show that keeping Fort Wainwright open was the better choice and that Fort Richardson would therefore be the best candidate for closure. The strategy stated that as the maneuver division is reduced to a maneuver brigade, the installation can be structured to meet the specific needs of the brigade and supporting forces. Each can support one light brigade without additional military construction. However, the Army later decided that due to strategic requirements in the Pacific and high closure costs, Fort Richardson would remain open.

Major Training Areas

Forts AP Hill, Virginia, and McCoy, Wisconsin. The Army's stationing strategy emphasized the need to reduce the number of major training areas and focused primarily on reserve component training support. As a result, Forts AP Hill and McCoy were chosen as candidates for further study. The Army decided that their closure was operationally infeasible due to the training requirements of the reserve components. It should be noted that six major training installations are being recommended for closure or realignment.

Command and Control/Administrative Support Installations

Fort Gillem, Georgia. Because of its low military value, Fort Gillem was selected as a candidate for closure. The Army concluded that Fort Gillem must remain open because of the operational support it provides to Fort McPherson, Georgia, and the high closure costs. The 1993 BRAC Commission considered Fort Gillem as a potential addition to DOD's list but ultimately concluded it should remain open.

Fort Meade, Maryland. Because of Fort Meade's large non-DOD population and its low operational value to the Army, its study for closure was suggested by the stationing strategy. Due to the high costs associated with closure and its importance to the National Capital Region, its close

proximity to Washington, D.C., and the number of tenants, the Army decided to keep it open. However, the Army recommended realigning Fort Meade by downsizing its hospital to a clinic.

Fort Monroe, Virginia. In BRAC 1993, the Secretary of the Army deleted Fort Monroe from closure consideration, citing operational reasons. However, other information suggested that high environmental clean-up costs played a part in this decision. The environmental concerns did not conform with DOD policy guidance, which states that environmental restoration costs are to be expected whether a base closes or not; therefore, they are not a basis for closure decisions. The 1993 BRAC Commission added Fort Monroe to its list of candidates but did not direct its closure. The Commission did ask the Army to investigate the extent of unexploded ordnance at Fort Monroe. The Army completed the requested study and found that unexploded ordnance posed a minimal risk to the public health and environment if identified sites were left undisturbed. The Army estimated the cost to safely remove all hazards to a 10-foot depth at about \$22 million.

In BRAC 1995, the Army's stationing strategy emphasized that the Training and Doctrine Command headquarters (currently located at Fort Monroe) should be stationed in the joint environment of the Tidewater, Virginia, region to allow immediate access to doctrine development agencies of other services and joint-service organizations in the region. However, Fort Monroe ranked relatively low in military value and was still recommended for further study. The Army did study closing Fort Monroe and moving the majority of its tenants to Fort Eustis. This scenario provided the basis for savings estimates shown in table 5.4. Ultimately, the Army concluded that Fort Monroe was well suited and well situated to meet its mission and that military judgment indicated that Fort Monroe should remain open.

Training Schools

Forts Eustis/Story, Virginia; Lee, Virginia; Leonard Wood, Missouri; and the Presidio of Monterey, California. Fort Eustis/Story, Fort Lee, and the Presidio of Monterey were rated relatively low in military value for training schools. Accordingly, they were selected for further study. However, citing the high cost of closure, the Army decided to keep them open. Additionally, the Army studied Fort Leonard Wood because it also was examining the closure of Fort McClellan and relocation of its schools to Fort Leonard Wood. It should be noted that under the recommendations

³See our report, Military Bases: Analysis of DOD's Recommendations and Selection Process for Closures and Realignments (GAO/NSIAD-93-173, Apr. 15, 1993).

finally adopted, Fort Leonard Wood became a receiving installation. Also, the Army recommended realigning Fort Lee by downsizing its hospital to a clinic.

Ammunition Storage

Pueblo, Colorado, and Umatilla, Oregon, Depot Activities. Because of their low military value, each of these depot activities was selected for further study. However, because their missions involve demilitarizing chemical agents, the Army would be unable to close either of them before the deadline of the 1995 Commission, which is 2001. Therefore, the Army discontinued its study of these installations.

Commodity Installations

Cold Regions Research and Engineering Laboratory, New Hampshire.

Because this laboratory ranked relatively low in the Army's military value assessment, it was selected for further study. The only reason cited by the Army for not closing this installation was the high closing costs.

Natick Research, Development, and Engineering Center, Massachusetts.

Natick's research focuses on the soldier and soldier support systems.

Because of its relatively low military value, the Army reviewed the operational and financial impact of transferring Natick and associated research activities and elected to discontinue further study of closure/realignment options. Natick ultimately gained functions related to soldier systems relocating from the Aviation and Troop Command in St. Louis, Missouri.

Picatinny Arsenal, New Jersey. Picatinny's mission is to conduct and manage the research, development, and engineering for assigned armaments and ammunition systems. Picatinny scored high in the installation assessment, but it ranked low in military value. According to the Army, its facilities are older and require substantial funds for renovation or replacement. In addition, it is a single-purpose installation that cannot support integrated life-cycle functions. The closure of Picatinny was found to be costly.

Ports

Oakland Army Base, California. Oakland is an Army-owned terminal facility that supports Alaska, Hawaii, and the Pacific and Far East theaters of operation. It provides secure water terminal facilities for the rapid movement of forces into theaters of operation around the world during conflicts or fast-breaking contingencies. Because Oakland's primary

capabilities can be duplicated by commercial activities, it was selected as a candidate for study. After a review of available West Coast port activities, the Army decided that operational risks precluded the closure of Oakland. However, the Army did not elaborate on what these risks were. It only stated that the availability of West Coast commercial port facilities was insufficient to meet contingency demands.

Industrial Facilities

<u>Lima Army Tank Plant, Ohio.</u> Because of its low military value, Lima was selected for further study. Since the Army is recommending the closure of the Detroit Tank Plant, it decided that the Lima plant should remain as the only operating tank plant.

Conclusions and Recommendations

The Army's process and recommendations were generally sound, although some recommendations on leases of facilities and minor sites involved some variance in the process. Although there was some logic in the Army's rationale for these variances, we recommend that the Commission further assess these actions and make a determination, under its legislative authority, whether these variances represent substantial deviation from the selection criteria.

Also, some questions remain about the accuracy of some data used in assessing Army ammunition depots. Therefore, we recommend that the Commission ensure that the Army's ammunition depot recommendations are based upon accurate and consistent information and that corrected data would not materially affect military value assessments and final recommendations.

Further, the proposed realignment of Letterkenny Army Depot involves a change to a prior BRAC decision to consolidate tactical missile maintenance at a single location. Some questions exist about the impact of the realignment on the concept of consolidated maintenance. The Commission may want to examine this issue further.

Finally, the Commission will want to ensure that the Army has met all permit requirements related to the closure of Fort McClellan.

The Navy is recommending the closure or realignment of 62 activities, including 2 leases and 18 changes to previous BRAC decisions. Its recommendations reflect 20 of the alternatives suggested by the cross-service groups. Eliminating excess capacity while maintaining or improving the average military value of Navy activities was the principal goal. The Navy believes that keeping any remaining excess capacity is prudent because of the uncertainty of future force structure levels. Operational, strategic, cost, and civilian job loss concerns were factors in excluding some candidates from closure or realignment consideration. The process employed by the Navy to arrive at these decisions appeared generally sound and well documented. However, we have identified issues associated with several recommendations that warrant additional attention by the Commission.

The Navy's Process Was Strengthened

The Navy conducted a generally thorough and well-documented evaluation of its basing requirements in developing its 1995 recommendations. The Navy conducted its 1995 base closure review in essentially the same manner as it did in 1993. The Secretary of the Navy established a group of senior military officers and civilian executives, the Base Structure Evaluation Committee (BSEC), to conduct the process and another group, the Base Structure Analysis Team (BSAT), to assist BSEC.

The Navy made several improvements to its process for 1995. One improvement was that BSAT staff consisted of officers with a greater variety of operational experience than the staff in previous rounds. For example, BSAT had an "industrial" team that included staff with substantial aircraft depot and shipyard practical experience. Its technical centers/laboratories team included the previous director of a major Navy test and evaluation center. Most of the 1993 staff had facilities and civil engineering backgrounds and relied on various functional commands for technical expertise. Although this same expertise was available and used in 1993, the Navy believes having staff with operational and technical experience on site generally enhanced the process. On the basis of our observations of the Navy's process as it was being conducted, we agree.

Another improvement in the Navy's process was that BSEC developed alternative scenarios for review. The development of alternative scenarios was a change from the 1993 process, when generally only one scenario was developed for each recommendation. In 1993, a scenario producing the greatest elimination of excess capacity in a subcategory was developed, and if the ROI was acceptable, that scenario generally became

BSEC's recommendation. In 1995, BSEC developed alternatives that reduced excess capacity by varying degrees and additional alternatives based on increases and decreases in requirements. The additional alternatives provided a form of sensitivity analysis important for areas such as ordnance activities and shipyards, in which BSEC was uncertain about the level of future workload requirements. From the various alternatives, BSEC selected specific scenarios and collected cost and savings data from activities affected by the scenarios. The results of cost and savings analyses were the basis of final BSEC deliberations in making closure and realignment recommendations.

An important part of the Navy's process, as in all prior BRAC rounds, was periodic consultation with the Navy's most senior military leaders, including the Commanders of the Atlantic and Pacific Fleets and Marine Forces, Atlantic and Pacific. In responding to closure and realignment scenarios forwarded from BSEC, these officers were encouraged to suggest alternative receiving sites for consideration. BSEC also held periodic consultations with the Chief of Naval Operations, the Commandant of the Marine Corps, and senior civilian officials in the Department of the Navy. Policy imperatives that reflected current and future Navy priorities were presented to BSEC as guidance for use throughout the BRAC process. Such imperatives ensured that a capability deemed vital to the Navy would not be harmed by the process. For example, one policy imperative was that the Navy must be able to drydock large deck and complex Navy ships, refuel/defuel nuclear-powered ships, and dispose of nuclear ship reactor compartments. Such a concern was important for the Navy as a whole, as it was in previous BRAC rounds.

The final stage in the Navy's process was a review of BSEC recommendations by the Secretary of the Navy. During this review, the Secretary made a decision to eliminate several BSEC recommendations due to concerns over the cumulative job losses² in California. In the case of each of these activities, other activities in other states were recommended for closure or realignment that had the same or greater economic impact at the local level. In making his decision, the Secretary of the Navy expressed concern about the statewide impact. BSEC had previously removed an activity in Guam from consideration due to economic impact concerns. In no case was another activity recommended for closure or

¹Receiving sites are Navy activities that absorb remaining equipment and personnel from closing activities.

 $^{^2}$ Cumulative job losses include those estimated to result from all the proposed 1995 Navy actions.

realignment as a substitute for an activity removed for economic impact reasons.

The Naval Audit Service reviewed the Navy's 1995 process to ensure that the data and processes used in developing Navy recommendations were complete and accurate. The Audit Service's involvement included validation of data being submitted by field activities, compliance with the certification requirements throughout the chain of command, and accuracy of the analytical process. We observed Navy auditors conducting their review at numerous field activities during their data validation phase and during the BSEC analytical phase. The auditors we observed were aggressive in obtaining support for data submitted through the various chains of command. They also checked final COBRA data entries against certified source documents. The Naval Audit Service report, issued to the Secretary of the Navy on February 28, 1995, concluded that the data used in the process was reasonably accurate and complete and that the analysis was conducted accurately. We have no basis to dispute the conclusions of the Naval Audit Service. Further, we believe the Naval Audit Service's effort enhanced the Navy's process.

Identifying Closure and Realignment Candidates

The Navy's 1995 base closure review included all activities, regardless of size. Although only 140 of over 800 Navy activities reviewed met the Base Closure and Realignment Act's personnel threshold, BSEC believed that its review should include all activities. BSEC viewed the Navy's infrastructure as "complementary and mutually supportive"; that is, all Navy activities existed to support each other as a whole, regardless of their size. BSEC placed all Navy activities in 5 categories and 27 functional subcategories. The Navy's analytical process took place at the subcategory level. Table 6.1 displays the Navy's 27 subcategories, the number of activities in each subcategory, and the activities that had excess capacity.

³The Navy's Implementation of the 1995 Base Closure and Realignment Process (Naval Audit Service 026-95, Feb. 28, 1995).

⁴These categories were operational support, industrial support, technical centers/laboratories, education/training, and personnel support/other.

Table 6.1: The Navy's BRAC Subcategories

Subcategory	Number of activities assessed in 1995	Activities with excess capacity
Naval bases	15	X
Marine Corps bases	3	
Operational air stations	20	X
Reserve air stations	6	X
Reserve activities	286	X
Training air stations	5	X
Training/education	29	X
Naval aviation depots	3	X
Naval shipyards	6	X
Ordnance activities	11	X
Marine Corps logistics bases	2	X
Inventory control points	2	X
Shore intermediate maintenance activities	14	X
Fleet and industrial supply centers	9	X
Public works centers	88	X
Construction battalion centers	2	
Naval security group activities	4	·
Integrated undersea surveillance system facilities	2	X
Naval computer and telecommunications stations	17	
Naval meteorology and oceanography centers	6	
Medical activities	142	X
Dental activities	104	
Military Sealift Command activities	2	
Technical centers/labs	65	X
Administrative activities	33	X
Engineering field divisions & activities	9	X
Supervisors of shipbuilding	13	X
Total	818ª	

^aThe Navy review started with a list of 830 activities. However, when activities were placed in subcategories, BSAT determined that 12 minor activities had been closed or were closing outside of BRAC.

Capacity and Military Value Analyses Were the Beginning Point for the Navy's Deliberative Process Capacity analysis for each subcategory consisted of estimating the maximum available capacity and comparing it to the requirements projected in the future force structure plan. As in 1993, BSAT developed different measures of capacity, or measures of throughput, for each subcategory. For some subcategories, such as training air stations, the throughput indicator was the number of students that could be trained in a year. Throughput capacity indicators for other subcategories included direct labor hours, staff years, and spatial measures (e.g., length or width). For example, the capacity indicator for operational air stations was the "squadron module." Air station capacity was thus characterized as the number of air squadrons and their necessary support requirements that could be housed in terms of two hangar types, based on existing Navy facilities standards. In some cases, BSAT refined the indicators used in 1993. In fact, for operational air stations, BSAT developed the squadron module as a less complicated way of characterizing the space available to house air squadrons.

BSEC began its military value analysis by reviewing the matrices of questions, by subcategory, used in 1993. It then revised the matrices by adding new categories of questions and removing or modifying others. BSEC was concerned with keeping questions similar to those used in 1993 but updating them to reflect changes in the Navy's infrastructure, force structure, and operational outlook. We and the Naval Audit Service found instances where there were differences in answers to the same questions between the 1993 and 1995 matrices for a specific activity. However, we generally found that these differences were due mostly to differing circumstances between the two time periods or in the methodology required for developing answers. For example, during a review of the 1993 and 1995 shipyard military value matrices, we found that the Naval Shipyard (NSY) Long Beach, California, received credit in 1993 for conducting overhauls on submarine rescue ships and salvage ships but did not receive credit in 1995. Like many of the differences we found, this was due to the change in circumstances between the two time periods; in this case, Long Beach is no longer scheduled to perform work on those types of ships.

Whether such differences were errors or attributable to the reasons cited, our analysis showed that they would not change the relative shipyard military value ranking. Also, corrections to the relative military value scores were made throughout the process in response to errors identified by the Naval Audit Service.

The Navy used its military value analysis and the results of its capacity analysis as inputs to its configuration analysis to help identify the optimum approach to reducing excess infrastructure. The average military value of activities in a subcategory was more important in the Navy's process than the relative military value score of any one activity. The Navy's goal was to maintain the average military value of the remaining activities in each subcategory after it had identified closure and realignment recommendations.

Configuration Analysis Used for Developing Alternatives

As the starting point for the derivation of alternatives aimed at reducing excess capacity, the Navy used a computer-based model to compare existing capacity with future requirements and arrive at solutions for each subcategory that would eliminate excess capacity to the maximum extent practicable. This process was known as configuration analysis. Rules were applied to the model for each subcategory for solutions to be reasonable, though rules were kept to a minimum so as not to artificially distort the results of the model. One such rule for all subcategories was that the average military value of any solution must be at least as high as the average for the existing activities in each subcategory. An example of a rule applied to the naval shipyard subcategory was that nuclear workload must be accomplished at nuclear-capable shipyards. This reflects the realities of the workload distribution to naval shipyards. For naval bases, one rule was that the current force level distribution between the Atlantic and Pacific fleets would be maintained. This prevented the model from placing ships on either coast in a manner that was inconsistent with operational or strategic realities.

The configuration model was programmed to derive the three best alternatives for each subcategory. Each alternative successively reduced less excess capacity. For most subcategories, sensitivity analyses were also performed, whereby future requirements were increased by 10 percent and then decreased by 10 and 20 percent. This enabled BSEC to evaluate the effect of such changes on possible configuration alternatives.

BSEC generally chose several alternatives from the results of configuration analysis as scenarios to conduct cost and savings analyses. Cost and savings data for each scenario was then obtained from the affected activities and certified by the providers throughout the chain of command. BSEC then used this data in the COBRA model to evaluate relative cost and savings of scenarios.

After arriving at a set of scenarios that it was prepared to recommend to the Secretary of the Navy, BSEC conducted analyses on the impact of the proposed actions on the affected economic areas, the ability of the receiving sites' communities to absorb an increase in Department of the Navy personnel, and the environmental considerations of closing or realigning those bases. Upon reviewing the results of the impact analyses, BSEC, through its own deliberations and consultations with senior military and civilian executive officials, arrived at the recommendations provided to the Secretary of the Navy.

The Navy's 1995 BRAC Recommendations Were Generally Sound

The Navy is recommending 62 closure or realignment actions. Several actions affect large activities, such as a shipyard and a training air station. The Navy's recommendations logically flowed from its analytical process; however, one technical center facility located at an activity recommended for closure, the Naval Surface Warfare Center (NSWC) White Oak, Maryland, may be required by DOD in the future. The majority of closure and realignment actions are in the technical centers subcategory. In addition, 11 reserve activities are being recommended for closure. Four of the 12 subcategories (operational air stations, naval shipyards, training air stations, and technical centers/laboratories) accounted for 34 of the 62 Navy recommendations. The recommendations in these subcategories include about 60 percent of the total one-time costs and over 80 percent of the total job losses associated with the Navy's recommendations. Table 6.2 summarizes the number of the Navy's closure and realignment recommendations by subcategory.

Table 6.2: The Navy's 1995 BRAC Recommendations, by Subcategory

Subcategory	Closure and realignment recommendations	Redirects of previous BRAC recommendations
Naval bases	1	0
Operational air stations	2	6
Reserve air stations	1	1
Reserve activities	11	0
Training air stations	2	0
Training/education	1	3
Naval aviation depots	0	1
Naval shipyards	2	1
Fleet and industrial supply centers	2	0
Technical centers/laboratories	20	1
Administration activities	1	5
Supervisors of shipbuilding	1	0
Total	44	18

Operational Air Stations

In the operational air station subcategory, the configuration analysis indicated that excess capacity equivalent to several activities could be eliminated. As a result, several closure scenarios for cost and savings analyses were developed. The recommended closure of NAF Adak, Alaska, resulted from these analyses. However, substantial excess capacity remained in the subcategory. BSEC then reassessed 1993 BRAC decisions so it could better use existing air station capacity, rather than attempt to close additional air stations. BSEC determined that such a solution was feasible and would save construction money budgeted for the move of aircraft based on BRAC 1993 decisions.

The changes to the 1993 brac decisions included moving F/A-18 squadrons from Nas Cecil Field, Florida, to Nas Oceana, Virginia, rather than Nas Cherry Point, North Carolina, and moving all F-14s to Nas Oceana rather than locating some at Nas Lemoore, California. In assessing the costs and savings of these changes, the Navy used the cobra model, but only in considering costs and savings items that would be different from the 1993 cost and savings analysis. For example, some military construction would be required at Oceana and Jacksonville, Florida, as a result of the changes made in 1995, and these costs were included. Budgeted military construction projects that would no longer be required were counted as a savings. We verified the amount of the savings. We also reviewed additional costs and savings items in the 1995 cobra analysis and believe

that they are generally reasonable and represent what would, in fact, be different from the items in the 1993 analysis. For the air stations subcategory as a whole, the Navy made recommendations to close or reduce operations at several activities, such as NAF Adak and NAS Key West, Florida.

Training Air Stations

The capacity analysis for the training air stations subcategory indicated that future requirements for the various training paths, such as primary pilot and advanced helicopter training, was from 19 to 42 percent below peak historic levels. The Navy's best configuration analysis indicated that with even a 10- or 20-percent increase in requirements, NAS Meridian, Mississippi, should close. The Navy evaluated several scenarios involving the projected closure of NAS Meridian; NAS Corpus Christi, Texas; and NAS Whiting Field, Florida, which was recommended by the undergraduate pilot training (UPT) cross-service group. The scenario that included the closure of Whiting was rejected due to high costs and protracted ROI period. BSEC determined that the best solution was the closure of Meridian and the realignment of Corpus Christi as a NAF, which was what the Navy recommended.

The Secretary of the Navy queried BSEC about the possibility of NAS Meridian and Columbus AFB, Mississippi, being used as a joint fixed-wing training activity due to their proximity, airspace, outlying fields, and bombing range. Thus, in making its recommendation to close NAS Meridian and acknowledging that the air station is not needed for Navy UPT, the Navy suggested the potential for Meridian NAS and Columbus AFB being linked as a joint UPT base.

Naval Shipyards

As was the case for the naval shipyard subcategory in 1993, the Navy was primarily concerned with satisfying future nuclear workload requirements. Nonnuclear work could be performed at any shipyard, whereas nuclear work could be performed only at nuclear-capable shipyards. The configuration analysis produced several scenarios, all of which indicated that at least one naval shipyard, Long Beach, California, should be closed. Other scenarios also pointed to the closure of Ship Repair Facility (SRF) Guam or Portsmouth, New Hampshire, or both. BSEC determined that Portsmouth should not be closed because of uncertainties in the future of the SSN-21 program and the nature of the evolving submarine threat. If the SSN-21 program is terminated or if there is a need for an increase in total submarine force structure levels that could not be met through new

construction, the Navy would likely decide to lengthen the service life of existing SSN-688 submarines. This would involve refueling those submarines whose reactor cores are nearing the end of their design lives rather than retiring them. Thus, workload requirements for refueling SSN-688s would increase. The Portsmouth shipyard is the sole site for most SSN-688 work. The Chief of Naval Operations consulted with BSEC and concurred with these conclusions.

In 1993, the Navy did not recommend Long Beach for closure, despite demonstrated excess capacity, because of concerns about losing the capability to drydock aircraft carriers on the West Coast. The Navy's 1995 analysis indicated that Long Beach was not needed to satisfy the Navy's future requirements. In deliberating the possible closure of Long Beach, BSEC and senior naval officers and civilian officials did not believe it was necessary to retain the large drydock capability at Long Beach to support the fleet. Therefore, along with the SRF Guam, NSY Long Beach was recommended for closure. The Navy also recommended the closure of the two large surge drydocks at Philadelphia—a change from the 1991 BRAC decision—for the same reason.

Questions have been raised about the risk involved in the loss of organic shipyard depot capability on the West Coast if Long Beach is closed. These questions center around the viability of private shipyards in performing work now done at Long Beach as well as the loss of the large drydock. The Navy does not share this concern and points out that much of the work scheduled for Long Beach will be moved to the private sector and thus help these private yards.

BSEC sought to reduce the substantial excess capacity remaining in the shipyard subcategory by transferring depot-related work from two technical centers. Those two centers were then recommended for closure or realignment because the remaining technical work could be transferred to other technical centers.

Technical Centers

During the 1995 process, the Navy was concerned that excess capacity in technical centers/laboratories subcategory had not been reduced in BRAC 1993 to the same degree as in other subcategories. The Navy also wanted to further enhance the multispectrum nature of the technical centers, which encompass research, development, test, and evaluation (RDT&E). The configuration analysis for this subcategory involved complicated assessments of the existing capabilities and requirements for 29 functional

categories, such as undersea and surface ships platforms, across four phases of work: RDT&E, acquisition, lifetime support, and general. This analysis involved satisfying future requirements by transferring specific functions from various categories, such as undersea and surface ship platforms, to only those activities that performed the same function. However, functional workload could be transferred to an activity that does different life-cycle phase work; for example, undersea and surface ship platform lifetime support work could be moved to an activity with undersea and surface ship platform acquisition work.

The Navy analyzed cost and savings projections for 43 scenarios in the technical centers/laboratories subcategory and recommended 21 closure or realignment actions. As indicated earlier, capacity reductions were also realized through the transfer of depot work from technical centers to industrial activities. Depot work from NSWC Louisville, Kentucky, and the Naval Undersea Warfare Center (NUWC) Keyport, Washington, was transferred to existing shipyards. Depot work from the Naval Air Warfare Center (NAWC) Lakehurst, New Jersey, and support work from the Naval Aviation Engineering Service Unit (NAESU) Philadelphia, Pennsylvania, and Naval Air Technical Services Facility (NATSF) Philadelphia, were transferred to existing naval aviation depots (NADEPS).

The Secretary of Defense's recommendations include the complete closure of NSWC White Oak. However, in testimony before the BRAC Commission on March 1, 1995, the Chairman of the Joint Chiefs of Staff indicated that the White Oak activity houses a hypervelocity wind tunnel that serves military research and development needs and is used by other agencies, such as the National Aeronautics and Space Administration. The Chairman stated that the wind tunnel probably should be retained. The Navy maintains that the wind tunnel is excess to its needs and has no plans to retain the facility. Should a DOD component or other government agency determine that it needs the wind tunnel, that agency would have to obtain the wind tunnel facility from the Navy.

The Navy removed several technical centers from consideration for various reasons after COBRA analysis. BSEC determined that AEGIS Moorestown, New Jersey, and AEGIS Wallops, Virginia, performed work that was both dissimilar and required in each case. BSEC's concern about the possible loss of the organic explosives capability at NSWC Indian Head, Maryland, prompted it to remove that activity from consideration. As discussed later, the Naval Warfare Assessment Division (NWAD) Corona,

California, was removed from consideration in response to the Secretary of the Navy's concern about eliminating further civilian jobs in California.

Impact of Cross-Service Group Alternatives on Navy Decisions

As part of its process, the Navy assessed alternatives offered by the five functional cross-service groups. The Navy developed separate closure or realignment scenarios based on the cross-service group alternatives or incorporated alternatives into existing Navy scenarios. The Navy then issued cost-related data calls to its activities in those cases in which a joint scenario indicated that a Navy function would be shifted to another service. The Navy also obtained data in these cases from the affected activities of other services. The Navy's final recommendations include 20 that reflect portions of cross-service group alternatives. In analyzing the cross-service group alternatives, the Navy concluded the following:

- Test and Evaluation. The Navy's analyses included all alternatives provided by the test and evaluation and laboratories cross-service groups. The detailed approach utilized by the cross-service groups in this area focused on specific functions, whereas the Navy focused its review on functions in broader categories. In addition, the nature of Navy technical centers is multispectrum and includes both test and evaluation and laboratory (R&D) functions. Thus, there was not a one-for-one correlation with Navy technical center scenarios. Of the alternatives offered by the cross-service groups, many were already being considered under the Navy's process. Much more Navy technical capacity was reduced by the Navy's recommendations than was suggested within the cross-service group reports.
- Laboratories. See Test and Evaluation.
- Undergraduate Pilot Training. The Navy's recommendations incorporated parts of two of the three joint alternatives forwarded by the UPT cross-service group. BSEC rejected a third alternative that would have closed NAS Whiting Field because of high one-time costs and a long ROI period.
- Medical Treatment Facilities. Naval hospitals are true "followers" in that their presence is closely tied to the presence of other Navy and Marine Corps units in their area. The cross-service group for medical treatment facilities and graduate medical education recommended no closures of naval hospitals and the realignment of only two (Corpus Christi and Beaufort, South Carolina) into clinics. Both hospitals suggested by the cross-service group were in areas with a large active duty presence, so BSEC determined it was imprudent to lower the military medical presence. Since no operational bases with tenant hospitals were recommended for

- closure, no hospitals were recommended for closure or realignment by the Navy.
- Depot Maintenance. BSEC analyzed four scenarios arising from this cross-service group, including one that examined application of a developing regional maintenance concept, which would align several depot and intermediate maintenance activities under a single regional management structure. The Navy said that the results of its COBRA analysis demonstrated that none of the scenarios resulted in a consolidation or interservicing distribution of workload that was more cost-effective than the Navy's best scenario, which was adopted as its final recommendation.

In response to the cross-service group's proposed closure of NADEP Jacksonville, the results of the Navy's scenario that contemplated creation of a Regional Maintenance Activity, Southeast, suggest that some operational and economic efficiencies could be achieved. However, the Navy concluded that prudent military judgment dictated that the application of the regional maintenance concept to NADEP Jacksonville, with its restructuring of the principal industrial activity in this area's fleet concentration, was premature. It concluded that such a concept could be executed outside the BRAC framework in the future.

Alternatives issued by the cross-service group also suggested closure or realignment of segments of functional workload by commodities from each of the five naval shipyards to other DOD depot maintenance activities. The Navy concluded that none of the scenarios resulted in a consolidation or interservicing distribution of workload that was more cost-effective than the Navy scenarios under evaluation. The cross-service group alternatives suggesting the movement of industrial workload from NUWC Keyport; NSWC Crane, Indiana; and NSWC Louisville to other naval activities were incorporated into existing Navy scenarios, consistent with the Navy's intent to move industrial work out of technical centers.

Cost as a Factor in Navy Decisions

The Navy used the cobra algorithms as a tool to ensure that recommendations for closure and realignment actions were cost-effective. The Navy did not use cobra as a means of finding the lowest cost alternative, but the analysis of several alternatives permitted the Navy to find ways to reduce excess capacity for less cost and satisfy operational requirements. In considering various cost and savings scenarios, the Navy was concerned with the up-front costs associated with closures and realignments and the length of time required to obtain a Roi. The Navy's process for developing cost data for closures has led to some controversy

over the reasonableness of cost estimates pertaining to several technical center recommendations.

The Navy's process was unique in that it obtained input on cost and savings data from activities identified as potential closure or realignment candidates. This has contributed to concerns about the accuracy of such data. As described earlier, BSEC obtained cost and savings data from affected activities by issuing scenario data calls through the chain of command to closing activities. The major claimant for these activities, such as the fleet commander for an air station, was responsible for coordinating data collection from all other affected activities in that scenario.

Although the cost and savings data was certified through the chain of command, in several instances involving technical centers, the reasonableness of cost and savings estimates was questioned by BSEC. This final review resulted in some substantial changes to original estimates by BSEC, which ultimately certified the data. We reviewed the changes made to several scenarios, including NSWC Louisville, NAWC Indianapolis, and NAWC Lakehurst. Some costs were disallowed by BSEC because they were already included in the COBRA algorithms. Some were disallowed because they were environmental cleanup-related costs, which are not included in BRAC analyses. Other disallowed costs involved more difficult judgments and decisions, for example, military construction requirements, productivity, and "disruption" loss. Although time constraints prevented us from completing a full review of more than a few recommendations, we found no basis to question the BSEC decisions we examined. Nevertheless, we believe the Commission should more thoroughly examine the basis for the cost exclusions associated with scenarios in the technical centers subcategory.

The estimated up-front costs of the Navy's closure and realignment recommendations are the lowest of any round of base closures for the Navy. The Navy has also estimated the longest period for ROI as being only 4 years, and most actions experience an immediate ROI. Table 6.3 displays the costs and ROI for Navy activities recommended for closure.

Table 6.3: Estimated Costs and Savings Resulting From Navy Recommendations for Closure

Fiscal year 1996 dollars in	millions
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Activity	One-time costs ^a	6-year net savings ^b	Recurring annual savings°	ROI years	20-year NPV
NAF Adak	\$9.4	\$108.0	\$26.0	Immediate	\$354.8
NSY Long Beach	74.5	725.6	130.6	Immediate	1948.6
SRF Guam	8.4	171.9	37.8	Immediate	529.0
NAWC Indianapolis	77.6	7.8	39.2	1	392.1
NSWC Louisville	103.9	(39.4)	28.6	3	243.7
NSWC White Oak	2.9	28.7	6.0	Immediate	85.9
NAS South Weymouth	17.3	50.8	27.4	1	315.2
NAS Meridian				· · ·	
NTTC Meridian	83.4	158.8	33.4	Immediate	471.2
NAS Alameda					
NAS Corpus Christi					
NAWC Lakehurst	96.9	(5.0)	37.2	3	358.7
NAWC Warminster					
NCCOSC Warminster	8.4	33.1	7.6	Immediate	104.6
NISE San Diego	1.8	19.3	4.3	Immediate	60.0
NHRC San Diego	6.2	(2.0)	1.4	4	11.4
NPRDC San Diego	7.9	(4.3)	1.9	4	14.9
SUPSHIP Long Beach	0.3	0.8	0.3	1	3.3
NUWC New London	23.4	14.3	8.1	3	91.2
NRL Orlando	8.4	3.7	2.8	3	30.1
FISC Guam	18.4	14.3	31.1	Immediate	437.3
NBDL New Orleans	0.6	14.1	2.9	Immediate	41.8
NMRI Bethesda	3.7	19.0	9.5	1	111.0
NSWC Annapolis	25.0	36.7	14.5	1	175.1
NAESU Philadelphia	2.5	5.9	2.5	1	29.5
NATSF Philadelphia	5.7	1.5	2.2	3	22.7
NAWC Oreland	0.1	Oq	Oe	3	0.2
FISC Charleston	2.3	2.3	0.9	2	10.8
NISE Norfolk	4.6	0.1	2.1	3	20.4
NAVMASSO Chesapeake	2.2	9.0	2.7	1	34.9
NRC Huntsville	0.1	2.6	0.5	Immediate	7.2
NRC Stockton	0	2.0	0.4	Immediate	5.4
NRC Santa Ana	0	3.0	0.5	Immediate	8.1
NRC Pomona	0	1.9	0.3	Immediate	5.1

(continued)

Fiscal year 1996 dollars in millions

Activity	One-time costs	6-year net savings ^b	Recurring annual savings ^c	ROI years	20-year NPV
NRC Cadillac	0	1.8	0.3	Immediate	5.0
NRC Staten Island	0	4.5	0.6	Immediate	9.8
NRC Laredo	0	1.4	0.3	Immediate	3.8
NRC Sheboygan	0	1.5	0.3	Immediate	4.1
NRC Olathe	0.2	3.9	0.7	Immediate	10.9
REDCOM New Orleans	0.6	6.0	1.9	Immediate	23.8
REDCOM Charleston	0.5	14.4	2.7	Immediate	39.9
Total	\$597.2	\$1,418.0	\$469.5		\$6,021.5

Note: Totals may not compare to those in DOD's report due to rounding.

As indicated in table 6.3, for some scenarios, the Navy analyzed cost, savings, and ROI data for several activities together. The nature of these scenarios did not lend itself to a separate cost and savings analysis. For example, since units, equipment, and people would be moving from NAS Meridian and NAS Alameda, California (a redirect of a BRAC 1993 decision) to NAF Corpus Christi (a realignment), and units, equipment, and people would be moving from Corpus Christi to Pensacola, Florida, the entire group of moves was considered together. In addition, since the closure of NAS Meridian depended on the closure of the Naval Technical Training Center (NTTC) Meridian and the movement of its functions to several activities, the latter was also part of the overall cost and savings analysis.

Table 6.4 displays the cost and savings information for activities the Navy has recommended for realignment. (The realignment of NAS Corpus Christi was included in table 6.3 as part of the NAS Meridian scenario.)

^aThis represents unique one-time costs to implement the recommendation.

^bThis represents net savings within the 6-year implementation period.

^cProjected recurring annual savings after the 6-year period.

^dThe 6-year net savings for NAWC Oreland is \$33,000.

^eThe annual savings after implementation period for NAWC Oreland is \$15,000.

Table 6.4: Estimated Costs and Savings From Navy Recommendations for Realignment

Fiscal year 1996 dollars in millions

Activity	One-time costs ^a	6-year net savings ^b	Recurring annual savings ^c	ROI years	20-year NPV
NAS Key West	\$0.4	\$8.2	\$1.8	Immediate	\$25.5
Naval activities, Guam	93.1	66.2	42.5	1	474.3
NUWC Keyport	2.1	9.8	2.1	1	29.7
NISMC Arlington	0.1	0.3	0.1	2	1.7
Total	\$95.7	\$84.5	\$46.5		\$531.2

Note: Totals may not compare to those in DOD's report due to rounding.

Table 6.5 displays cost and savings information for activities associated with redirects of previous BRAC decisions by the Navy. (The redirect of the NAS Alameda decision is included in table 6.3 as part of the NAS Meridian/NAF Corpus Christi scenario.)

^aThis represents unique one-time costs to implement the recommendation.

^bThis represents net savings within the 6-year implementation period.

[°]Projected recurring annual savings after the 6-year period.

Table 6.5: Estimated Costs and Savings From Navy-Recommended Reconsiderations of Prior BRAC Decisions

Fiscal year 1996 dollars in millions

		6-vear net	Recurring annual		
Activity	One-time costs ^a	savings ^b	savings	ROI years	20-year NPV
MCAS El Toro	\$90.2	\$293.0	\$6.9	Immediate	\$346.8
MCAS Tustin					
NRD San Diego	0.3	0.1	0.0	1	0.1
NTC San Diego	0.6	20.0	0.1	Immediate	20.7
NTC Orlando	5.2	4.8	0.0	Immediate	5.0
NAS Cecil Field	66.6	335.1	11.5	Immediate	437.8
NADEP Pensacola	1.5	2.4	0.2	Immediate	3.8
NPS Orlando	148.0	19.5	5.3	1	71.1
NAS Agana	43.7	213.8	21.7	Immediate	418.0
NAS Barbers Point	0	17.6	0.1	Immediate	18.4
NAF Detroit	0	9.4	0	Immediate	9.3
NSY Norfolk—Philadelphia	0	51.9	8.8	Immediate	134.7
NAVSEA Arlington	159.7	47.6	9.4	Immediate	144.0
ONR Arlington ^d					
SPAWAR Arlington	24.0	120.0	25.3	Immediate	360.0
Naval Recruit Command, Washington, D.C.	6.5	1.1	0	Immediate	1.2
Naval Security Group, Washington, D.C.	0	Oe	0	Immediate	Oe
Total	\$546.3	\$1,126.3	\$89.4		\$1,945.2

Note: Totals may not compare to those in DOD's report due to rounding.

In some scenarios, such as MCAS Tustin and MCAS El Toro, California, the Navy analyzed the cost, savings, and ROI for several activities together. This was due to the interdependence of moves associated with these scenarios.

^aThis represents unique one-time costs to implement the recommendation.

^bThis represents net savings within the 6-year implementation period.

[°]Projected recurring annual savings after the 6-year period.

^dThe Navy reevaluated its BRAC 1993 decision, which would have involved about \$9.4 million in one-time costs and a 10-year time to realize a payback. Thus, no new COBRA was run.

eThe 6-year net savings and the 20-year net present value are both \$4,000.

Costs, Economic Impact, and Other Factors Eliminated Some Candidates for Closure or Realignment The Navy eliminated activities from closure or realignment consideration as part of its process. If no excess capacity was found in a subcategory, no further analysis was performed on that subcategory. Additionally, concerns of an operational nature, based on military judgment, caused BSEC to eliminate some activities from consideration. Once BSEC developed closure and realignment scenarios, the results of costs and savings and economic impact analyses were used to eliminate individual activities from consideration. The Secretary of the Navy eliminated some activities from consideration due to concerns about cumulative job losses. Table 6.6 shows the cost and savings information for activities in the subcategories the Navy identified as having excess capacity but did not recommend for closure or realignment. The table also includes information on the activities eliminated from consideration by the Secretary of the Navy because of concern about the magnitude of job losses in California.

Table 6.6: Estimated Costs and Savings From Selected Navy Scenarios Eliminated From Consideration

Fiscal year 1996 dollars in million	Fiscal	vear	1996	dollars	in	millions
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Activity	One-time costsª	6-year net savings ^b	Recurring annual savings°	ROI years	20-year NPV
ASO Philadelphia	\$68.7	(\$26.4)	\$12.0	6	\$91.4
NAVFAC Whidbey Island	27.5	(19.4)	4.6	7	27.0
SDIV Charleston	30.6	1.0	7.1	- 5	69.1
EFA NW Bangor	6.9	(8.1)	0.5	24	(2.4
NAVHOSP Corpus Christi	2.7	5.1	1.4	Immediate	18.5
NAVHOSP Beaufort	1.0	(1.9)	(0.8)	Never	(9.5
WDIV San Bruno ^d	5.5	5.8	4.8	1	51.9
NWAD Corona ^d	76.0	(31.7)	21.3	3	178.3
SUPSHIP San Francisco ^d	0.4	1.6	0.5	1	6.8
FISC Oakland ^d	25.3	47.3	18.9	Immediate	228.6

^aThis represents unique one-time costs to implement the recommendation.

Capacity and Operational Concerns and Cost and Savings Analysis The Navy's capacity analyses revealed that seven subcategories did not have sufficient excess capacity to warrant closure or realignment consideration. Those subcategories were Marine Corps bases,

^bThis represents net savings within the 6-year implementation period.

[°]Projected recurring annual savings after the 6-year period.

^dThese activities were eliminated from consideration by the Secretary of the Navy.

construction battalion centers, naval security group activities, naval computer and telecommunications stations, naval meteorology and oceanography centers, dental activities, and Military Sealift Command activities.

In the Marine Corps bases subcategory, for example, some degree of excess capacity was indicated among the five capacity measures: maintenance space, covered storage space, barracks, messing, and administrative space. However, BSEC determined that the distribution of the relative excess capacity did not allow reductions in any combination of these categories to the extent that one of the Marine Corps bases could be closed. The capacity analysis for Military Sealift Command activities indicated that ongoing reorganization within the Command matched the changing force structure; subsequently, there was little excess capacity to eliminate. In the dental activities subcategory, BSEC determined there to be a 21-percent deficiency in dental workload, after a comparison of existing capacity to future requirements. Thus, this subcategory was also eliminated from further consideration.

The elimination of the 7 subcategories that did not have sufficient excess capacity left 20 subcategories, which BSEC analyzed to develop recommendations. BSEC did not make recommendations in 8 of the 20 subcategories: ordnance activities, Marine Corps logistics bases, inventory control points (ICP), shore intermediate maintenance activities, public works centers, Integrated Undersea Surveillance System (IUSS) facilities, medical activities, and engineering field divisions and activities.

Recommendations were not made in these eight subcategories for various reasons. In the ordnance activities subcategory, BSEC was concerned about uncertainties in future weapon storage and wartime surge requirements. BSEC also did not recommend closing either of the two Marine Corps logistics bases because the distribution of capacity at existing activities would not permit future requirements to be met if one of the activities were closed.

Of the Navy's two ICPS, the Aviation Supply Office (ASO), Philadelphia, Pennsylvania, was identified as a suitable candidate for closure. However, the results of the cost and savings analysis associated with this scenario were unsatisfactory to BSEC in that the up-front costs were considered too large and the ROI time was considered too long. In addition, current efforts by the Naval Supply Systems Command in streamlining management

structures precluded significant personnel savings from a potential 1995 action.

BSEC identified excess capacity in its shore intermediate maintenance activity (SIMA) subcategory. BSEC determined SIMAS to be "follower" activities, since they are closely tied to the presence of other Navy units in their area or their host activity. Since none of these hosts were included in the Navy's final recommendations, no SIMAS were recommended for closure or realignment. BSEC determined that public works centers (PWC) were also essentially follower activities. Thus, should the customers they support leave, they themselves would become excess. Since BSEC approved the closure or realignment of several activities on Guam (the ship repair facility, fleet and industrial support center, and piers), many public works center customers would be leaving the area. Concerned about civilian job losses on Guam that would result from the PWC's closure, BSEC determined that a sufficient number of customers would remain to justify leaving the center open.

BSEC determined through its capacity analysis that it was feasible for only one of the two IUSS facilities (Whidbey Island, Washington, and Dam Neck, Virginia) to perform all necessary functions in the subcategory. Since the naval facility (NAVFAC) at Whidbey Island had a lower military value than the facility at Dam Neck, BSEC assessed a scenario identifying NAVFAC Whidbey Island for closure. However, BSEC subsequently determined that the projected costs and savings associated with such a recommendation did not justify the loss of operational flexibility to fleet commanders of having a facility on each coast.

Even though excess capacity was also found in the medical activities subcategory, BSEC determined these to be follower activities. The cross-service group provided the Navy with an alternative to realign two naval hospitals (Beaufort and Corpus Christi) into clinics. However, since no activity with a tenant hospital in any subcategory was recommended for closure by the Navy, no hospitals were included in final recommendations.

Excess capacity was identified in the engineering field divisions and activities subcategory, although BSEC recognized that these activities were closely tied to Navy presence in a region. Southern Division, Charleston, South Carolina, and Engineering Field Activity Northwest (EFA NW), Bangor, Washington, were eliminated from consideration for closure because the scenarios did not offer a favorable payback.

In several instances, the Navy eliminated closure and realignment options due to the results of COBRA analysis. For example, the closure of NSWC Crane was dropped due to high one-time costs and no return on investment resulting from two alternatives and high one-time costs relative to the 20-year NPV for a third alternative. The decision not to recommend aso Philadelphia for closure was also partially due to the high one-time costs and long payback period. The decision not to close the IUSS activity at NAVFAC Whidbey Island was due to BSEC's decision that the high one-time costs and limited savings did not justify the loss of operational flexibility. The realignment of the naval hospital at Beaufort to a medical clinic was not pursued because the COBRA analysis indicated that the resulting increase in CHAMPUS costs would result in the scenario never achieving a ROI.

Economic Impact Concerns

Five activities were eliminated from consideration due to concern about cumulative job losses. The Secretary of the Navy removed four activities in California from consideration because of concerns about total cumulative direct job losses in the state. BSEC removed PWC Guam because of concerns about civilian job losses that would result from that closure. The Engineering Field Activity West (WDIV), San Bruno; NWAD Corona; Supervisors of Shipbuilding, Conversion and Repair (SUPSHIP) San Francisco; and the Fleet and Industrial Supply Center (FISC) Oakland were eliminated from consideration for closure by the Secretary of the Navy based on his concerns about cumulative civilian job losses in California.

The Navy's decisions on these five activities raise several questions. Navy officials stated that the Secretary of the Navy made his decisions based on cumulative civilian job losses statewide rather than on economic impact as a percentage of an economic area's employment population. OSD guidance stipulates that economic impact is to be assessed at the economic area level (metropolitan statistical area or county) and that priority consideration should be given to the military value criteria. However, as in previous BRAC rounds, OSD has no other guidance on how the services are to consider economic impact in their deliberative process.

The cumulative job losses in California are greater than the comparable job loss in any other state. However, the individual economic impact of each of the four California activities, as defined by OSD criteria, is less than the impacts estimated for other activities in other states recommended for closure. For example, the closure of NWAD Corona would have meant a total loss of 3,055 jobs, but the closure of NAS Meridian will result in an

estimated loss of 3,324 jobs. Yet NAS Meridian remained in the Navy's final recommendations for closure. The total losses in California before the removal of the four activities was estimated to be 19,994 jobs, roughly a 0.1-percent decrease in statewide employment, whereas the estimated total losses for Mississippi are estimated to be 3,249 jobs, roughly a 0.3-percent decrease in statewide employment. Because the BRAC law (P.L. 101-510, as amended) states that all bases must be considered equally, the Commission may wish to more closely examine the Navy's decisions regarding the consideration of job losses in California.

Recommendations

We recommend that the Defense Base Closure and Realignment Commission

- explore the need for a DOD component or some other government agency
 to obtain the wind tunnel facility at NSWC White Oak from the Navy in
 order to operate it in support of its mission;
- thoroughly examine the basis for exclusions to the cost and savings data
 associated with closure and realignment scenarios such as NSWC Louisville,
 NAWC Indianapolis, and NAWC Lakehurst in the technical centers
 subcategory; and
- examine, from an equity standpoint, the Navy's exclusion of activities from closure and realignment consideration due to concerns over job losses.

The decision-making process that DLA employed to arrive at its BRAC recommendations was well documented and flowed logically from the data presented. DLA recommended nine activities for closure, disestablishment, or realignment, including a proposed change to a 1993 BRAC decision. DLA was not directly affected by the cross-service groups' recommendations.

DLA made significant improvements for its 1995 BRAC process. The installation analysis and the commercially accepted Strategic Analysis of Integrated Logistics Systems (SAILS) model provided additional insight in the decision-making process. Although DLA eliminated a sizable amount of excess capacity with the closure and disestablishment of four depots, it could reduce additional infrastructure in the future. However, such reductions are largely dependent on DLA and the services further reducing their inventories.

DLA's 1995 Process Was Much Improved Over Its 1993 Process

DLA first participated in the BRAC process in 1993. BRAC 1993 was problematic because questions arose about how decisions were made and how accurate the cost and savings estimates were. We found that DLA's BRAC 1995 process for evaluating and recommending activities for closure and realignment was well documented and that the data used was generally accurate. DLA consistently followed the requirements of the applicable BRAC law, force structure plan, DLA's concepts of operations, DDD selection criteria, and OSD policy guidance to ensure that all activities reviewed were evaluated fairly and equitably.

We found that DLA took significant actions to strengthen its process for BRAC 1995. Improvements were made in nearly every phase of DLA'S BRAC review process to ensure its integrity for BRAC 1995. DLA

- · refined its BRAC decision rules for scenario evaluation,
- used an off-line spreadsheet approach to calculate more reliable cost and savings estimates associated with nonlabor base operating support (Bos) and communications costs,
- · used independent assessments of its facilities' conditions,
- standardized procedures for calculating and reporting storage space capacity and utilization,

¹DLA developed concepts of operations for its business areas. These concepts summarize the current position and future direction of DLA missions and activities in relation to the changes noted in the DOD force structure plan.

- incorporated a detailed analysis for evaluating its host activity installations.²
- adopted a commercially accepted optimization model to determine the relative operating costs of the DLA distribution depots, and
- involved the DOD IG in the data verification and validation phases of the BRAC process.

As in BRAC 1993, DLA established decision rules to assist in evaluating closure or realignment scenarios. In BRAC 1995, DLA refined these rules and placed more emphasis on adhering to them. Under the new rules, DLA was to make decisions that

- · minimized infrastructure costs,
- · made closing installations a top priority,
- · eliminated duplicate activities and functions,
- · maximized the use of shared overhead,
- · optimized the use of remaining DLA space, and
- moved DLA activities from leased space to DOD-owned installations.

The decision rules determined whether a scenario was abandoned, refined, or retained for further analysis.

One of the most significant of all improvements made to DLA's 1995 BRAC process was DLA's approach to estimating costs and savings associated with BOS and communications. In BRAC 1993, we reported that DLA's savings were overstated because DLA did not adequately consider differences between base operating costs, such as nonlabor BOS and communications, when dissimilar operations were combined.³ For BRAC 1995, DLA calculated the impact of the nonlabor BOS and communication costs and savings outside of the COBRA model; these costs were then entered into the COBRA model. DLA's method of carrying the losing site's BOS and communications costs and savings to the receiving site was more realistic and reflective of DLA's operations.

In 1993, DLA did not have a consistent basis for gathering data on the condition of its buildings and facilities. Between BRAC 1993 and 1995, DLA commissioned the Navy PWC to perform long-range maintenance planning for its facilities. This data was provided to activity commanders for

²At six installations, DLA is the primary tenant and hosts other DOD and non-DOD federal tenant activities.

³Military Bases: Analysis of DOD's Recommendations and Selection Process for Closures and Realignments (GAO/NSIAD-93-173, Apr. 15, 1993).

verification and certification under BRAC 1995. Also, during this time the DLA Operations Support Office (DOSO) developed similar data on the condition of DLA's administrative space. This data also was given to DLA activities to check and certify for use in the BRAC process. We found that by using PWC and DOSO data, consistency was gained in analyzing DLA facilities.

As in BRAC 1993, DLA required its distribution depots to use data from their Storage Space Utilization Report (805 Report) to calculate storage capacity and utilization rates for BRAC 1995. However, in an audit completed before BRAC 1995 data calls went out, the DOD IG found that these reports inconsistently reported and documented storage space capacity and utilization. On the basis of this audit, DLA provided guidance that standardized procedures for calculating and reporting storage space capacity.⁴

In BRAC 1993, DLA only assessed the military value of its activities and did not consider or analyze the military value of its installations where it was the host and other DOD and non-DOD activities were tenants. For BRAC 1995, DLA not only evaluated its activities on these installations but also analyzed the military value of these installations. We believe the installation analysis provided a broader basis for considering the closure of an installation as a whole.

For BRAC 1995, DLA used SAILS, a commercially available optimization model, to help make closure and realignment decisions regarding its stand-alone distribution depots. The model helped DLA identify which depots could be closed while minimizing transportation and infrastructure costs. Information such as the type of commodities, workload capacity, transportation rates, and supplier and customer geographic locations for all of DLA's distribution depots was loaded into SAILS. The model considered various configurations of closing one or two stand-alone depots based on this information.

DLA did not rely solely on the SAILS model results to decide which depots to close; these results were considered along with the military value and

⁴According to a DOD IG official, in its validation of data call questionnaire responses, no discrepancies in the storage space data were reported by the activities.

⁵DLA's six host installations are located in Columbus, Ohio; New Cumberland, Pennsylvania; Richmond, Virginia; Tracy/Sharpe, California; Ogden, Utah; and Memphis, Tennessee.

⁶Stand-alone depots distribute a wide range of material to customers in many locations. These depots are not located with a military service maintenance function.

COBRA analyses. We believe that the SAILS model was a valuable tool in assessing the operating costs of its stand-alone depots, because it helped DLA identify the most cost-effective solution.

In BRAC 1993, DLA's data was validated by DLA's Office of Internal Review and augmented by field auditors. Audit coverage was strengthened in BRAC 1995 with the addition of the DOD IG to oversee the audit effort. In order to maintain independence and objectivity in the 1995 BRAC process, we recommended, and DLA agreed, that DLA field auditors should review the data collection process of activities that were not in the same category as their own activity. This differed from the approach taken in BRAC 1993.

The DOD IG was responsible for verifying the accuracy and completeness of the certified field data, determining the adequacy of the supporting documentation, and evaluating DLA's analyses. DOD IG audit teams visited sites to verify that field activity data was collected in accordance with DLA's data collection plan and recommended corrective action where necessary. We accompanied the DOD IG on some visits and facilitated its reviews by ensuring that they were validating the most current data requested by DLA. We also independently validated some data and found the data was generally well documented and supported. For locations we did not visit, we selectively reviewed the DOD IG's workpapers.

Data used in the 1995 process was reviewed and favorably reported on by the DOD IG audit teams. The majority of errors found were due to lack of supporting documentation; all errors that were essential to DLA's analyses were subsequently corrected by the activities.

Identifying Closure and Realignment Candidates

DLA selected candidates to close, realign, or disestablish by first grouping its 39 activities into four categories and five subcategories (as shown in table 7.1). DLA then analyzed the capacity and military value of all activities within their respective categories.

Table 7.1: Categories and Subcategories of DLA Activities

Category	Subcategory	Number of activities
Command and control	Defense contract management districts	4
	Defense distribution regions	2
	Defense reutilization and marketing operations	2
Inventory control points		5
Distribution depots	Stand-alone depots	6
	Collocated depots	17
Service/support		3
Total		39

Capacity Analysis

An excess capacity analysis was done for activities in each BRAC category and subcategory. The intent of this analysis was to determine the usage of physical space and compare it with anticipated future requirements. Future requirements were based on (1) force structure projections, (2) military service basing and operational changes, and (3) DLA's initiatives for improving operational efficiencies and effectiveness. Activities that had significant amounts of excess capacity were considered as potential receiver sites in realignment recommendations.

In all categories except the distribution depots, excess capacity was based on the (1) total current existing administrative space, less any special use space, and (2) number of additional personnel that could be accommodated in that space. The excess capacity analysis for DLA's distribution depots was evaluated differently because of their distribution mission. For these depots, excess capacity was measured in terms of (1) workload capacity—the depot's ability to handle the in and out processing of material—and (2) physical storage space capacity—the depot's ability to store material in support of active issue, slow-moving, and war reserve material.

Military Value Analysis

DLA analyzed military value to determine the relative ranking of each activity with respect to other activities in the same category or subcategory. Military value rankings did not, by themselves, provide the basis for closure and realignment decisions. Military value was used in conjunction with DLA's concepts of operations, decision rules, other analyses (e.g., installation analysis and SAILS model results), and military judgment to make realignment and closure recommendations.

DLA's 1995 BRAC Recommendations Were Based on Multiple Analyses

DLA recommended nine activities for closure, realignment, or disestablishment. In one of these recommendations, DLA sought to change or redirect a 1993 BRAC decision. These recommendations were the culmination of extensive deliberations by DLA's Executive Group. We observed these sessions firsthand and witnessed extensive deliberations about each activity and the factors and analytical tools that were used in the decision-making process.

For the nine targeted activities, DLA examined whether these decisions would have adverse economic, community infrastructure, and environmental impacts. It found that the impacts would be negligible. Table 7.2 shows DLA's 1995 BRAC recommendations by category.

DLA category	Number of activities	Activities studied	Number of activities recommended for closure, realignment, or disestablishment	Names of activities recommended for closure, realignment, or disestablishment
Command and control	8	All	3	Defense Contract Management District South
				Defense Contract Management District West ^a
				Management Command International
Inventory control points ^b	5	All	1	Defense Industrial Supply Center
Distribution depots ^b	23	All	5	Defense Depot Columbus Defense Depot Ogden Defense Depot Memphis Defense Depot Letterkenny Defense Depot Red River
Service/support activities	3	All	None	

^aThis is a redirect of a 1993 BRAC decision.

^bThe installation analysis aided in the decision-making process for selecting recommendations in these categories.

^eThis decision requires the disestablishment of the Defense Industrial Supply Center and the realignment of the workload of the Defense Construction Supply Center, the Defense General Supply Center, and the Defense Personnel Support Center.

⁷DLA's Executive Group consisted of senior-level civilian and military executives from DLA's business and staff areas. The Executive Group was chaired by the Principal Deputy Director of DLA.

Command and Control

For each subcategory of activities in the command and control category, DLA sought to determine (1) the need for those oversight capabilities; (2) the optimum location for performing the activities' missions; and (3) in the case of the Defense Contract Management Districts (DCMD), the ability of a one-, two-, or three-regional structure to provide the most manageable level of risk.

DLA's closure and realignment recommendations in this category primarily affected DCMDs. Facilities in the other subcategories were left intact due to their assessed high military value and importance to providing management oversight.

DCMD South, located in Marietta, Georgia, was recommended for disestablishment for three reasons: (1) it had the lowest military value, (2) it had a lower concentration of workload and administration offices to oversee than the Northeast District, and (3) COBRA results indicated that closing it was the most cost-effective decision of the two-district scenario options. DLA decided that although the scenario that reconfigured the three districts into one large district had the greatest ROI, the span of control overseeing 90 subordinate offices throughout the United States was not feasible.

The recommendation regarding DCMD West, located in El Segundo, California, was a redirect of a 1993 brac decision. The brac 1993 decision called for the movement of this district from leased space to DDD-owned property in Long Beach, California. The 1995 brac decision expanded this earlier decision by incorporating the purchase of a building by the Navy on behalf of DLA in the Long Beach area. DLA recommended this redirect action because (1) the Navy had not successfully negotiated a land exchange with the Port Authority/City of Long Beach and (2) the Long Beach Naval Shipyard, which was another option for DLA, was placed on the Navy's brac 1995 list for closure.

Defense Contract Management Command (DCMC) International, located in Dayton, Ohio, was not compared with the other contract management districts because its workload was not comparable to the DCMDs. On the basis of the results of DLA's analysis and military judgment, DLA recommended the merger of DCMC International with its headquarters organization in the Washington, D.C., metropolitan area. Because DCMC International could be located anywhere, DLA had the opportunity to take advantage of the location's proximity to the State Department and to the

international support infrastructure in Washington, D.C., and the surrounding area.

Inventory Control Points

DLA operates five ICPS: (1) the Defense Personnel Support Center (DPSC), Philadelphia, Pennsylvania; (2) the Defense Industrial Supply Center (DISC), Philadelphia, Pennsylvania; (3) the Defense General Supply Center (DGSC), Richmond, Virginia; (4) the Defense Fuel Supply Center (DFSC), Fort Belvoir, Virginia; and (5) the Defense Construction Supply Center (DCSC), Columbus, Ohio.

Each ICP is responsible for acquiring and managing an inventory of supply items. DFSC manages fuel-related items, while the other four manage differing mixes of weapon system, troop support, and general support items. The number of troop and general support items managed by the ICPs is relatively small, although they have high demand patterns. DLA manages nearly five times as many weapon system items as troop and general support items combined.

All activities were evaluated in terms of their military value. However, because DFSC and DPSC are one-of-a-kind activities, DLA evaluated them separately. On the basis of the results of the military value analyses on both of these activities, DLA decided that they should not be disestablished because of their unique missions. Therefore, in the case of DPSC, DLA evaluated DPSC as a receiver of similar workloads managed by the other ICPS.

DGSC, DISC, and DCSC were hardware centers and were evaluated as a group in terms of military value. Of the three, DISC received the lowest military value score. However, DLA did not consider the results of the ICP military value analysis sufficient by itself to reveal any obvious closure candidates. On the basis of DLA's ICP supply management concept of operations, DLA considered four scenarios that analyzed the types of items each ICP managed and the way they are managed. DLA determined that maintaining one troop and general support ICP was feasible, considering the small number and the commercial nature of the items. Holding the single troop and general support ICP constant, DLA varied the scenarios between having one and two weapon system ICPs.

Although one weapon system ICP and one troop and general support ICP had the greatest ROI, DLA considered the risk of having a single weapon system ICP as too great because (1) the large number of weapon system

items posed a management challenge and (2) the ICP could adversely affect the national defense if it failed to properly manage critical weapon system items. Therefore, DLA decided that two weapon system ICPs posed an acceptable level of risk to the agency. From our perspective in observing DLA's process, we found that this became a consensus decision within the Executive Group following considerable internal discussions weighing the various options.

DLA's recommendation to disestablish DISC and realign DCSC and DGSC was influenced primarily by the ICP supply management concept of operations, which stated that synergy could be gained by combining commodities with similar management requirements. Other considerations affecting the decision to retain DCSC and DGSC included (1) DLA's decision rule that emphasized maximizing the use of shared overhead (i.e., taking advantage of the depots collocated with these two ICPs), (2) the installation analysis indicating that it was more beneficial to keep DCSC and DGSC because of their relatively high military value rankings, and (3) the considerable expansion capabilities of DCSC and DGSC.

DLA recommended consolidating the troop and general support items at DPSC because (1) DPSC is almost exclusively a troop support ICP, and no other ICP manages these items; (2) the percentage of general support items at the other ICPs is minimal; and (3) the consolidation would reduce the potential management responsibilities between the ICPs. Weapon system items were realigned between DGSC and DCSC.

By disestablishing DISC and delaying the implementation (until 1999) of a 1993 BRAC recommendation to relocate DPSC to the Navy's Aviation Supply Office compound in Philadelphia, DLA avoided a substantial cost. It did so by backfilling the space already occupied by DISC and substantially reducing the amount of conversion of existing warehouse space.

Distribution Depots

DLA operates 17 collocated and 6 stand-alone distribution depots. Collocated depots are located with a service maintenance depot or major fleet support point, which is usually the distribution depot's principal customer. Stand-alone depots are not located with a maintenance function but distribute a wide range of material to customers in many locations.

Of the five BRAC recommendations in this category, three involved stand-alone depots (Columbus, Ogden, and Memphis) and two are collocated with military service facilities (Letterkenny, Pennsylvania, and

Red River, Texas). Decisions regarding the distribution depots were based on various types of analyses; a single analysis, in itself, did not drive DLA's realignment, closure, or disestablishment recommendations. Separate military value analyses were performed for the collocated and stand-alone depots.

Collocated Depots

Military value for the collocated depots was influenced by their capacities and the strategic advantage of being located with a military service maintenance customer. DLA evaluated 17 collocated depots. However, the ultimate decision to realign or close any of these activities was influenced by whether the depots' primary military service customer was closed or realigned. DLA considered various closure and realignment scenarios for its collocated depots, based on discussions with each military service's BRAC office regarding the maintenance depots each was considering for BRAC action. As a result of service decisions, DLA recommended its depots at Letterkenny and Red River for disestablishment.

Stand-Alone Depots

To assess the military value of the stand-alone depots, DLA measured the full range of support they provide to customers worldwide. DLA's recommendations were influenced by current and future capacity requirements, military value analysis, installation analysis, and the SAILS model. On the basis of the results of these analyses, DLA recommended that two stand-alone depots be closed and one realigned.

Although Defense Depot Columbus, Ohio (DDCO), ranked last in military value in the stand-alone category, the separate installation analysis ranked Columbus highest. This was a determining factor in DLA's decision to recommend Columbus for realignment and not closure. Other considerations included (1) the decision to keep the ICP open that was collocated with the Columbus depot and (2) DLA's concept of operations that cited the need for storage space for slow-moving and war reserve material.

Considered but not recommended for closure or realignment was Defense Depot Richmond, Virginia (DDRV). Its relatively low military value in the depot analysis suggested that it was a prime candidate for closure or realignment. However, the key factors that prevented its closure or realignment included (1) the Richmond installation's third-place ranking in the installation analysis, (2) the Navy PWC's assessment that the depot's facilities were the best maintained in DLA, (3) the SAILS model's favoring this depot's location on the East Coast, and (4) DLA's decision to keep the collocated Richmond ICP open.

Defense Depot Memphis, Tennessee (DDMT), and Defense Depot Ogden, Utah (DDOU), tied for third place in the stand-alone depot military value analysis. Both depots had the lowest rankings in the installation analysis, and the SAILS model showed that closing these two depots resulted in the lowest operating costs for the remaining depot structure. According to DLA, the capacities of the other depots remaining in the system could make up for the loss of the production and physical space of these two depots. By closing these two depots, DLA can eliminate excess and close entire installations. Closing DDCO and DDRV would not have produced installation closures.

Historically, we have reported that government storage capacity far exceeds storage requirements. BDLA officials agree with us on this issue. DLA's recommendations to close DDOU and DDMT, in addition to disestablishing two collocated depots, are based on anticipated declining inventory requirements. Buch reductions, if they fail to occur, could cause DLA to fall short in storage capacity. To guard against such an occurrence, DLA negotiated with the Air Force and the Navy for use of space on their bases (where DLA already has a presence) should it be needed. Conversely, if DLA and the services further reduce their inventories, additional infrastructure reductions could be possible.

Service/Support Activities

The following service/support activities were evaluated in DLA'S BRAC selection process: (1) the Defense Logistics Services Center (DLSC) located in Battle Creek, Michigan; (2) the Defense Reutilization and Marketing Service (DRMS) also located in Battle Creek, Michigan; and, (3) the DLA Systems Design Center (DSDC) headquartered in Columbus, Ohio, with 12 operational sites geographically dispersed throughout the United States. These activities were evaluated independently because they do not have peer organizations within DLA and are unique in terms of their nature, mission, and function. On the basis of its analysis, DLA decided not to recommend these three activities for closure or realignment.

DLA considered two different realignment alternatives that moved DLSC from General Services Administration leased space in Battle Creek, to DOD-owned property. Military value analysis indicated that both

⁸Defense Inventory: DOD Actions Needed to Ensure Benefits From Supply Depot Consolidation Efforts (GAO/NSIAD-92-136, May 29, 1992).

⁹The decline in inventory requirements is based on DLA initiatives that DLA believes will allow it to provide supply support without holding costly inventories, drawing down troops, and disposing of obsolete material. DLA worked with the services to determine the amount of inventory that could be reduced.

realignment scenarios were feasible, although COBRA results showed that both produced relatively small savings. However, since DLSC's workload could be performed anywhere and officials could find no clear reason why the activity should be realigned, DLA decided to maintain the status quo.

DLA considered two different realignment scenarios that moved DRMs from GSA-leased space in Battle Creek, Michigan, to DOD-owned property.

Military value analysis and COBRA results were similar to those for DLSC.

Moreover, DLA determined that it did not make sense to move DLSC or DRMS if a decision was not made to move both activities.

DLA considered two scenarios that involved realigning all or some of DSDC's 12 satellite locations scattered throughout the United States. DLA decided that because these scenarios involved the movement of fewer than the BRAC threshold of 300 authorized civilian personnel and COBRA results showed modest savings, it would not make any changes unless a host activity was being closed. Thus, on the basis of other DLA BRAC recommendations, the three satellite sites that were tenants at the Defense Depot Memphis, Defense Depot Ogden, and Defense Depot Letterkenny were identified for realignment to other locations. A total of 140 DSDC employees are to be relocated.

Cost as a Factor in DLA Decisions

DLA considered the cost associated with its BRAC recommendations, but this did not appear to be a significant factor in determining its recommendations. Table 7.3 displays the costs, savings, and ROI for the nine activities DLA recommended for closure, realignment, or disestablishment.

Table 7.3: Estimated Costs and Savings Resulting From DLA BRAC Recommendations

Fiscal year 1996 dollars in millions

Activity	One-time costs ^a	6-year net savings ^b	Recurring annual savings°	ROI years	20-year NPV
Defense Contract Management District South	\$3.8	\$17.9	\$6.1	1	\$75.8
Defense Contract Management Command International	3.1	8.7	3.1	1	38.7
Defense Contract Management District West	10.3	10.9	4.2	Immediate	51.2
Defense Industrial Supply Center	16.9	59.3	18.4	Immediate	236.5
Defense Distribution Depot Columbus	7.9	51.2	11.6	Immediate	161.0
Defense Distribution Depot Memphis	85.7	14.8	23.8	3	244.3
Defense Distribution Depot Ogden	110.8	(27.8)	21.3	4	180.9
Defense Distribution Depot Letterkenny	44.9	(21.2)	12.4	3	102.1
Defense Distribution Depot Red River	58.9	(.8)	18.9	2	186.1
Total	\$342.3	\$113.0	\$119.8		\$1,276.6

Note: Totals may not compare to those in DOD's report due to rounding.

Conclusions

The decision-making process that DLA employed to arrive at its 1995 BRAC recommendations was well documented and flowed logically from the data presented. Although DLA eliminated a sizable amount of excess capacity with the closure and disestablishment of four depots, it could reduce additional infrastructure in the future. However, such reductions are largely dependent on DLA and the services further reducing their inventories.

^aThis represents unique one-time costs to implement the recommendation.

^bThis represents net saving within the 6-year implementation period.

[°]Projected recurring annual savings after the 6-year period.

Defense Investigative Service Requested a Change to Prior BRAC Decision Affecting Its Location

DIS has recommended that its Investigations Control and Automation Directorate (IC&AD) function be moved from Fort Holabird, Maryland, to a newly constructed facility at Fort Meade, Maryland. This move would reverse a 1988 BRAC Commission decision that permitted DIS to remain while other DOD entities moved from Fort Holabird. A BRAC team at DIS analyzed the proposed move and assessed its cost and savings and economic impacts.

DIS Recommendation Is Supported by Its Analysis

DIS currently has a building hosting 458 civilian employees on what remains of Fort Holabird. Fort Holabird was partially closed by the 1988 Commission, which, at DIS's request permitted it to remain. DIS will soon be the base's only tenant. The building occupied by IC&AD is old and needs refurbishment. The Corps of Engineers surveyed the building and documented many of its problems. Identified hazards include lead-based paint and asbestos, both of which would pose significant health hazards should renovations begin while employees remain in the building.

DIS formed a BRAC working group and an executive group to assess the need to move the Investigations Directorate to a new site. The DOD IG reviewed the working group's draft internal control plan, which was then approved by the DIS BRAC Executive Group. Through a military value analysis, the Executive Group determined that the Directorate could not perform its mission in a substandard facility.

The Working Group considered the future DIS personnel and workload requirements in its assessment of the size of any new site and the necessity of a new building. DIS queried the military services at installations in the Baltimore/Washington area about the possibility of moving IC&AD into existing space on those installations. The services indicated that no existing buildings would meet DIS requirements. The DIS Working Group then conducted cost and savings analyses on three options: (1) renovation of the existing building, (2) movement of the Directorate into leased space, and (3) construction of a new building on Fort Meade.

The first option (renovation) would cost about \$9.2 million and would not produce a ROI for more than 100 years. The second option (lease) would produce annual lease costs of about \$1.3 million and a return on investment in 14 years. The third option (construction of a new building) would cost an estimated \$9.4 million and produce a ROI in 5 years. The construction option was determined to be the best from a military value

Chapter 8
Defense Investigative Service Requested a
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Location

standpoint, as the Directorate's function would remain in the Baltimore/Washington area with little or no disruption in the work performed.

The Executive Group approved the recommendation to move the IC&AD function to a newly constructed building at Fort Meade. The results of a COBRA analysis showed the 6-year net cost to be \$.48 million; the annual savings in the years after implementation to be \$.49 million; a ROI to be realized in 5 years; and the 20-year NPV to be \$4.23 million. Most of the savings would result from avoidance of the costs associated with the support services agreement between the Army and DIS for the Fort Holabird building. Since the construction and move would take place within the same economic area, the economic impact analysis indicated no impact associated with the recommendation.

The analyses performed by DIS were well documented. The results of its analyses support its subsequent recommendation. In addition, the DOD IG observed all stages of the DIS BRAC process, including its assessment of the DIS internal control and analysis plans. The DOD IG also reviewed the data used by DIS in its military value, cost and savings, and economic impact analyses.

Future Directions

The 1995 brac is the last round of base closure reviews authorized under the 1990 legislation. Since excess infrastructure will likely remain even if all current brac recommendations are adopted, future brac rounds may be needed. If a policy decision is made to continue brac rounds, legislative authority, similar to the 1990 brac legislation may be necessary to mitigate prior impediments to base closures.

The current and prior BRAC round recommendations, once implemented, will reduce DOD's inventory of major domestic bases by 21 percent. On the other hand, DOD states that its budget request for fiscal year 1996, in real terms, is 39 percent below fiscal year 1985. While such data are not directly comparable, they suggest the need for greater reductions in defense infrastructure and various base categories show that excess infrastructure is expected to remain.

In fact, the Secretary of Defense recently acknowledged that excess infrastructure would remain after the 1995 BRAC. He has suggested the need for additional BRAC rounds in 3 to 4 years, after DOD components have had a chance to absorb closures and realignments under this and prior rounds. The Chairman of the Joint Chiefs of Staff, in March 1, 1995, testimony before the BRAC Commission, said that excess capacity would remain after the 1995 BRAC. He cited the need for future base closure authority and said that opportunities remain regarding cross-servicing, particularly in the area of joint-use bases and training facilities. He also noted that the Commission on Roles and Missions was expected to recommend measures to enhance efficiency and interoperability. He indicated that implementing those recommendations could require a process similar to BRAC.

Our examination of DOD's BRAC process, as well as other work underway examining infrastructure, also suggests that costly excess infrastructure could remain after the 1995 BRAC. We also agree that opportunities remain for significant consolidations that will not only enhance joint operations but also reduce additional infrastructure in the process.

Our work in examining the 1995 BRAC recommendations, particularly in identifying those not proposed by defense components, suggests that a number of installations with relatively low military value were not proposed for closure because of the significant up-front closure costs, despite projecting savings in the long term. Therefore, the success of future BRAC rounds may be even more contingent on the willingness of DOD to make these up-front investments.

Chapter 9 Future Directions

The current BRAC process may have certain weaknesses, but it has proven to be an effective mechanism for reducing defense infrastructure. BRAC Commission deliberations in 1993 and 1995 have included changes to prior BRAC round decisions, and future changes are likely. Since DOD cannot unilaterally change a BRAC Commission decision, and the authority for the BRAC Commission soon expires, no process will exist to authorize changes to prior decisions.

Conclusions and Matters for Congressional Consideration

Excess infrastructure is expected to remain after the 1995 BRAC process is completed, even if all of DOD's recommendations are approved. This could indicate the need for future BRAC rounds. We suggest that as the Congress considers the need for future defense infrastructure reductions, it consider a process similar to that authorized in the 1990 BRAC legislation. In the meantime, the Congress may wish to consider legislation to provide a process for reviewing and approving changes to prior BRAC round decisions that may encounter difficulties in implementation.

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Office of the Secretary of Defense Base Realignment and Closure Definitions

The following definitions were provided by OSD to the Department of Defense components for use in the 1995 base closure and realignment process. The definitions remain unchanged from the 1993 process, and are presented as stated by OSD.

Close

All missions of the base will cease or be relocated. All personnel (military, civilian, and contractor) will either be eliminated or relocated. The entire base will be excessed and the property disposed. Note: A caretaker workforce is possible to bridge between closure (missions ceasing or relocating) and property disposal which are separate actions under Public Law 101-510.

Close, Except

The vast majority of the missions will cease or be relocated. Over 95 percent of the military, civilian, and contractor personnel will either be eliminated or relocated. All but a small portion of the base will be excessed and the property disposed. The small portion retained will often be facilities in an enclave for use by the reserve component. Generally, active component management of the base will cease. Outlying, unmanned ranges or training areas retained for reserve component use do not count against the "small portion retained." Again, closure (missions ceasing or relocating) and property disposal are separate actions under Public Law 101-510.

Realign

Some missions of the base will cease or be relocated, but others will remain. The active component will still be host of the remaining portion of the base. Only a portion of the base will be excessed and the property disposed, with realignment (missions ceasing or relocating) and property disposal being separate actions under Public Law 101-510. In cases where the base is both gaining and losing missions, the base is being realigned if it will experience a net reduction of DOD civilian personnel. In such situations, it is possible that no property will be excessed.

Relocate

The term used to describe the movement of missions, units or activities from a closing or realigning base to another base. Units do not realign from a closing or a realigning base to another base, they relocate.

Appendix I
Office of the Secretary of Defense Base
Realignment and Closure Definitions

Receiving Base

A base which receives missions, units or activities relocating from a closing or realigning base. In cases where the base is both gaining and losing missions, the base is a receiving base if it will experience a net increase of DOD civilian personnel.

Mothball, Layaway

Terms used when retention of facilities and real estate at a closing or realigning base are necessary to meet the mobilization or contingency needs of Defense. Bases or portions of bases "mothballed" will not be excessed and disposed. It is possible they could be leased for interim economic uses.

Inactivate, Disestablish

Terms used to describe planned actions which directly affect missions, units or activities. Fighter wings are inactivated, bases are closed.

The Joint Cross-Service Groups' Analytical Process

Each cross-service group was composed of an executive group and one or more working groups. Senior OSD officials served as the chairpersons of each executive group. Representatives from each service and other DOD officials were members. Decisions were made at the executive level, after receiving input from the working groups. The cross-service groups reported to the OSD steering and review groups, which provided oversight and guidance (see ch. 3). Table II.1 lists the titles of the chairpersons of each cross-service group.

Table II.1: Chairpersons of the Five Functional Joint Cross-Service Groups

Cross-service group	Chairperson
Depot maintenance	Deputy Under Secretary of Defense for Logistics
Test and evaluation	Director, Test, Systems Engineering, and Evaluation Director, Operational Test and Evaluation
Laboratories	Director, Defense Research and Engineering
Medical treatment facilities	Assistant Secretary of Defense for Health Affairs
Undergraduate pilot training	Deputy Under Secretary of Defense for Readiness

The working groups were composed of technical experts from each of the services and OSD. They drafted the cross-service groups' data calls and analyses plans, calculated the amount of excess capacity, ranked all the activities under consideration, and prepared sets of alternative workload transfers, closures, and realignments for consideration by the services. In general, the executive groups approved products prepared by their working groups.

The Cross-Service Group Process

osd defined the cross-service process in a BRAC 1995 policy and procedures memorandum, dated January 7, 1994; an internal control plan for managing cross-service opportunities, dated April 13, 1994; and policy memorandum number two on the analysis process, dated November 23, 1994. The following is a description of the cross-service process in the order that the steps were taken. Some steps were taken by the cross-service groups; others were accomplished by the services. To ensure accuracy, the DOD 1G audited and reported on the cross-service groups' data analyses, and the service audit agencies audited the data provided by the services.

Data Collection

Each cross-service group defined the functions that were candidates for cross-service consolidation in the areas with which they dealt and the sites that performed these functions. Unlike the services, which focused on Appendix II The Joint Cross-Service Groups' Analytical Process

bases or installations, the cross-service groups focused on functions that were performed in two or more locations or by two or more services or facilities with similar capabilities. Table II.2 shows the categories that each group selected for analysis and the number of locations.

Table II.2: Categories for Analysis and Locations Selected by the Cross-Service Groups

Cross-service group	Analysis categories	Locations
Depot maintenance	57 commodities, such as aircraft engines and landing gear	24 depots
Test and evaluation	Air vehicles, electronic combat, and armaments/weapons	23 activities ^a
Laboratories	29 functions, such as avionics for fixed-wing air vehicles	81 laboratories
Medical treatment facilities	Number of operating beds	14 medical centers 86 hospitals
Undergraduate pilot training	Undergraduate flying training in 10 functional groupings	12 installations for fixed-wing aircraft, 2 installations for rotary-wing aircraft

^aUnlike the other cross-service groups, the test and evaluation group did not develop a list of activity locations to be included in its study. Instead, the group charged the military services with determining which of their facilities should be included. Twenty-three activities were included in its final analysis.

Like the services, the cross-service groups developed data calls to obtain information for their BRAC analyses. The cross-service groups submitted their data calls to the services for distribution through regular BRAC channels to the targeted activities in each service. Activities responded following the same procedures they used in responding to the service data calls. The services and their audit agencies monitored the data collection phase.

Capacity Analysis

Using data obtained in their data calls, the cross-service groups computed the capacity of each site performing a specific function. Then they compared the capacity with the projected workload to determine the amount of excess capacity in each of the functional areas. The amount of excess capacity depended on how much work was planned and the measure of capacity employed. Table II.3 shows how much excess capacity each group identified and how each measured capacity.

Table II.3: Amount of Excess Capacity and Methodology Used by Each Cross-Service Group

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Cross-service group	Amount of excess capacity	Methodology for measuring excess capacity
Depot maintenance	40.1 million direct labor hours (equal to 24,830 work years).	Fiscal year 1999 capacity minus the core-funded work load ^a for fiscal year 1999.
Test and evaluation	495,000 test hours.	Peak annual work load between fiscal year 1986 and 1993 minus projected work load of .72 times the average work load in fiscal years 1992 and 1993.
Laboratories	9,800 work years.	Peak work years between fiscal year 1986 and 1993, minus the 1997 requirement, minus 20 percent.
Medical treatment facilities	1 medical center is excess, and 2 medical centers and 13 hospitals should be realigned.	Acute care occupancy rate in fiscal year 1994 for each facility compared to the active duty and family population it serves within a 40-mile area projected to 1998-99.
Undergraduate pilot training	33 percent of available airfield operations for fixed-wing aircraft and 108 percent of available ramp space for rotary-wing aircraft.	The number of airfield operations for fixed-wing and ramp space availability for rotary-wing aircraft needed to train the number of students required annually.

^aThe logistics capability maintained for national defense by DOD activities (including personnel, equipment, and facilities) to ensure the availability of a ready and controlled source of technical competence and resources to provide an effective and timely response to a mobilization, national defense contingency situations, and other emergency requirements.

The cross-service groups' data calls, like those used by the services, were also keyed to obtaining information related to the first four BRAC criteria dealing with military value. The services used these same criteria in completing the military value analyses of installations and facilities in their basing categories. The cross-service groups used these criteria to assign a functional value to each activity. Functional values represented the value of performing each function at each site in comparison with all sites in a given category.

Military Value Analysis

The services computed the military value for each of their own activities and provided this ranking to the cross-service groups. The services used their own procedures to assign military value, and each was required to present the results on a scale of one (least valuable) to three (most

Appendix II The Joint Cross-Service Groups' Analytical Process

valuable). The Air Force ranked its activities in three tiers in lieu of military value.

Configuration Analysis

Combining the functional values developed by the cross-service groups and the military values provided by the services, a linear program called the optimization model was used to derive sets of alternatives for each cross-service group. Other inputs to the model included total capacity, capacity reduction goals, and the policy constraints defined by each group and approved by the steering group. Table II.4 shows some of the policy constraints employed by each cross-service group.

Table II.4: Examples of Policy Constraints Employed by the Cross-Service Groups

Cross-service group	Policy constraint
Depot maintenance	The Army, Navy, Marine Corps, and Air Force will each retain at least one depot to perform essential maintenance.
Test and evaluation	DOD will retain irreplaceable air, land, and sea space that will provide at least one sea range and land range and at least one of each type of topography and climatology.
Laboratories	None.
Medical treatment facilities	Facilities will remain open if they are in an underserved primary care area, acute care beds in the community are insufficient, or less than two accredited acute care facilities are available.
Undergraduate pilot training	There will be no helicopter training at sites with less than two auxiliary fields.

The model identified options for moving workloads based on the criteria the groups wanted to optimize. The model could provide suggested workload transfers that would (1) minimize the number of sites, (2) minimize the amount of excess capacity, (3) maximize the average military value of all sites, or (4) maximize the average functional value of all sites. A group could also direct variations that would, for example, eliminate as much excess capacity as possible while maintaining an average functional value at least as high as the original set of sites.

The cross-service groups evaluated the feasibility of the various sets of alternatives for closures, realignments, and workload transfers. Then the chairpersons provided what they considered to be the best sets of options to the services for their consideration. Table II.5 summarizes the alternatives that the groups submitted to the services.

Appendix II The Joint Cross-Service Groups' Analytical Process

Table II.5: Alternatives the Cross-Service Groups Sent to the Services

Cross-service group	Summary of alternatives
Depot maintenance	Two options with some variations—both would close eight depots, consolidate about 13 work loads at single sites and others at two or more sites.
Test and evaluation	Core alternatives: realign work load among five core activities, which are part of the major range and test facility base. Non-core alternatives: realign work load from 11 activities to core activities.
Laboratories	Consolidate broad functional areas of work at major sites. Transfer 72 functional life cycle work load.
Medical treatment facilities	Close 1 medical center; realign 2 medical centers and 13 hospitals.
Undergraduate pilot training	Three options—close undergraduate pilot training at three, four, or five installations.

Air Force, Army, and Navy responses to each cross-service group's proposals are summarized in chapters 4, 5, and 6, respectively.

Cost of Base Realignment Actions Model (COBRA)

The COBRA model uses a set of formulas, or algorithms, that rely on three types of data elements in its calculations: base-specific data, scenario-specific data, and standardized data. Base-specific data is applied to all closure and realignment scenarios involving a given base. Examples of base-specific data include base operating and family housing costs. Scenario-specific data changes for each BRAC action and includes the number of personnel positions to be eliminated or relocated and the amount of required military construction. Standardized data elements—or standard factors—are common to a class of bases and are applicable for all scenarios that involve those bases. Some standard factors apply only to one DOD component or a subset of a component's bases, while others are applicable to all bases DOD-wide. Average salaries and moving costs are examples of standard factors used in the COBRA model.

Improvements to Model Have Been Made

The COBRA model has been used in the base closure process since 1988, and in the intervening years it has been considerably revised to deal with problems we and others identified after each BRAC round. Perhaps the most significant change was conversion of the original LOTUS spreadsheet version to PASCAL programming language prior to BRAC 1991. This change prevented the model's algorithms from being altered by anyone other than the model's programmers and better ensured consistent application of the model. Another major revision allowed the user to enter costs and savings unique to a specific base or scenario without deactivating the model's algorithms.

Refinements to the model are initiated and controlled by a COBRA Joint Process Action Team (JPAT). The JPAT is comprised of representatives from user organizations, including OSD.

Some of the more significant enhancements that affected COBRA's ability in BRAC 1995 to overcome weaknesses reported by us and others in BRAC 1993 are shown in table III.1.

Table III.1: Some COBRA Improvements Affecting BRAC 1995

BRAC 1993 shortcoming	BRAC 1995 improvement
COBRA algorithms not independently verified.	Key COBRA algorithms verified by Army Audit Agency.
Inconsistency in cost data for certain factors.	Greater emphasis on standardized cost factors.
Unable to summarize cost and saving data for multiple scenarios.	Cost and savings data for multiple scenarios can be aggregated.
ROI year is understated by 1 year in an output report.	Calculation of ROI year has been corrected.
Inconsistent treatment of recurring costs and savings.	All recurring costs and savings are half-year in the year of the BRAC action, except base operating support costs, which are full-year and unique costs entered by the user.
Time phasing of administrative planning and support costs is evenly distributed.	Administrative planning and support costs are phased according to the movement and elimination of personnel.
Additional base operating support personnel required at gaining bases are not identified.	Model considers the impact of more base operating support personnel.
Overhead savings for non-DOD salaried personnel are not considered.	Overhead savings for non-DOD personnel are considered.

Two of the more significant actions affecting BRAC 1995 are the validation of the COBRA model and a greater emphasis on using standardized cost factors.

Errors discovered in COBRA formulas during prior BRAC rounds, although corrected, indicated a need for COBRA's algorithms and programming to be validated. Thus, in 1994, the Army Audit Agency agreed to examine whether the COBRA model accurately calculated cost and savings estimates. The audit agency tested four of the model's algorithms against several of the Army's BRAC 1993 recommendations. The Army Audit Agency concluded that the COBRA model correctly calculated the cost and savings estimates.

In earlier BRAC rounds, the DOD components frequently differed in the values they assigned to COBRA standard factors. Thus, in an effort to minimize differences in BRAC 1995 the JPAT agreed on common values for 36 standard factors, more than four times as many as in BRAC 1993.

¹Tests were run on four of the model's algorithms: (1) military construction costs, (2) miscellaneous recurring costs, (3) civilian salary savings, and (4) base operating support savings. These areas represented 54 percent of the costs and 81 percent of the savings associated with the Army's BRAC 1993 recommendations.

Appendix III Cost of Base Realignment Actions Model (COBRA)

Standardized factors introduced in BRAC 1995 included two large areas—personnel and relocation costs. The remaining standard factors were developed independently by the DOD components to account for differences deemed too large to standardize, such as factors for construction, the percentage of officers and enlisted personnel who are married, and permanent change of station costs.

This appendix shows, by military service and DOD agency, the bases and activities that would be affected by the Secretary of Defense's recommendations. Table IV.1 shows the major bases that were recommended for closure; table IV.2 shows the major bases that were affected by realignment recommendations; table IV.3 lists the smaller bases and activities that were affected by closures, realignments, and other actions; and table IV.4 lists the changes to previously approved BRAC recommendations.

Table IV.1: Major Bases Recommended for Closure

Service/agency	Base/installation/activity
Army	Fort McClellan, Alabama Fort Chaffee, Arkansas Fitzsimons Army Medical Center, Colorado Price Support Center, Illinois Savanna Army Depot Activity, Illinois Fort Ritchie, Maryland Selfridge Army Garrison, Michigan Bayonne Military Ocean Terminal, New Jersey Seneca Army Depot, New York Fort Indiantown Gap, Pennsylvania Red River Army Depot, Texas Fort Pickett, Virginia
Navy	Naval Air Facility, Adak, Alaska Naval Shipyard, Long Beach, California Ship Repair Facility, Guam Naval Air Warfare Center, Aircraft Division, Indianapolis, Indiana Naval Surface Warfare Center, Crane Division Detachment, Louisville, Kentucky Naval Surface Warfare Center, Dahlgren Division Detachment, White Oak, Maryland Naval Air Station, South Weymouth, Massachusetts Naval Air Station, Meridian, Mississippi Naval Air Warfare Center, Aircraft Division, Lakehurst, New Jersey Naval Air Warfare Center, Aircraft Division, Warminster, Pennsylvania
Air Force	North Highlands Air Guard Station, California Ontario IAP Air Guard Station, California Rome Laboratory, Rome, New York Roslyn Air Guard Station, New York Springfield-Beckley MAP, Air Guard Station, Ohio Greater Pittsburgh IAP Air Reserve Station, Pennsylvania Bergstrom Air Reserve Base, Texas Brooks Air Force Base, Texas Reese Air Force Base, Texas
Defense Logistics Agency	Defense Distribution Depot, Memphis, Tennessee Defense Distribution Depot, Ogden, Utah

Table IV.2: Major Bases Recommended for Realignment

Service/agency	Base/installation/activity
Army	Fort Greely, Alaska Fort Hunter Liggett, California Sierra Army Depot, California Fort Meade, Maryland Detroit Arsenal, Michigan Fort Dix, New Jersey Fort Hamilton, New York Charles E. Kelly Support Center, Pennsylvania Letterkenny Army Depot, Pennsylvania Fort Buchanan, Puerto Rico Dugway Proving Ground, Utah Fort Lee, Virginia
Navy	Naval Air Station, Key West, Florida Naval Activities, Guam Naval Air Station, Corpus Christi, Texas Naval Undersea Warfare Center, Keyport, Washington
Air Force	McClellan Air Force Base, California Onizuka Air Station, California Eglin Air Force Base, Florida Robins Air Force Base, Georgia Malmstrom Air Force Base, Montana Kirtland Air Force Base, New Mexico Grand Forks Air Force Base, North Dakota Tinker Air Force Base, Oklahoma Kelly Air Force Base, Texas Hill Air Force Base, Utah

Table IV.3: Smaller Bases and Activities Recommended for Closure, Realignment, Disestablishment, or Relocation

Service	Base/installation/activity
Army	Branch U.S. Disciplinary Barracks, California East Fort Baker, California Rio Vista Army Reserve Center, California Stratford Army Engine Plant, Connecticut Big Coppett Key, Florida Concepts Analysis Agency, Marylanda Publications Distribution Center, Baltimore, Maryland Hingham Cohasset, Massachusetts Sudbury Training Annex, Massachusetts Aviation-Troop Command (ATCOM), Missouria Fort Missoula, Montana Camp Kilmer, New Jersey Caven Point Reserve Center, New Jersey Camp Pedricktown, New Jersey Bellmore Logistics Activity, New York Fort Totten, New York Recreation Center #2, Fayettville, North Carolina Information Systems Software Command (ISSC), Virginiaa
	Camp Bonneville, Washington Valley Grove Area Maintenance Support
	Activity (AMSA), West Virginia

(continued)

Service	Base/installation/activity
Service Navy	Naval Command, Control and Ocean Surveillance Center, In-Service Engineering, West Coast Division, San Diego, California Naval Health Research Center, San Diego, California Naval Personnel Research and Development Center, San Diego, California Supervisor of Shipbuilding, Conversion and Repair, USN, Long Beach, California Naval Undersea Warfare Center-Newport Division, New London Detachment, New London, Connecticut Naval Research Laboratory, Underwater Sound Reference Detachment, Orlando, Florida Fleet and Industrial Supply Center, Guam Naval Biodynamics Laboratory, New Orleans, Louisiana Naval Medical Research Institute, Bethesda, Maryland Naval Surface Warfare Center, Carderock Division Detachment, Annapolis, Maryland Naval Technical Training Center, Meridian, Mississippi Naval Aviation Engineering Support Unit, Philadelphia, Pennsylvania Naval Air Technical Services Facility, Philadelphia, Pennsylvania Naval Air Warfare Center, Aircraft Division, Open Water Test Facility, Oreland, Pennsylvania Naval Command, Control and Ocean Surveillance Center, RDT&E Division Detachment, Warminster, Pennsylvania Fleet and Industrial Supply Center, Charleston, South Carolina Naval Command, Control and Ocean Surveillance Center, In-Service Engineering East Coast Detachment, Norfolk, Virginia Naval Information Systems Management Center,
	Center, In-Service Engineering East Coast Detachment, Norfolk, Virginia Naval Information Systems Management Center, Arlington, Virginia Naval Management Systems Support Office, Chesapeake, Virginia Naval Reserve Centers at: Huntsville, Alabama Stockton, California Santa Ana, Irvine, California Pomona, California Cadillac, Michigan Staten Island, New York Laredo, Texas Sheboygan, Wisconsin Naval Air Reserve Center, Olathe, Kansas Naval Reserve Readiness Commands
	New Orleans, Louisiana (Region 10) Charleston, South Carolina (Region 7)
Air Force	Moffett Federal Airfield AGS, California Real-Time Digitally Controlled Analyzer Processor Activity, Buffalo, New York Air Force Electronic Warfare Evaluation Simulator Activity, Fort Worth, Texas
	(continued)

Service	Base/installation/activity		
Defense Logistics Agency	Defense Contract Management District South, Marietta, Georgia Defense Contract Management Command International, Dayton, Ohio Defense Distribution Depot, Columbus, Ohio Defense Distribution Depot, Letterkenny, Pennsylvania Defense Industrial Supply Center, Philadelphia, Pennsylvania		
	Defense Distribution Depot, Red River, Texas		
Defense Investigative Service	Investigations Control and Automation Directorate, Fort Holabird, Maryland		

^aThis is a leased facility.

Table IV.4: Changes to Previously Approved BRAC Recommendations

Service/agency	Base/installation/activity
Army	Army Bio-Medical Research Laboratory, Fort Detrick, Maryland
Navy	Marine Corps Air Station, El Toro, California Marine Corps Air Station, Tustin, California Naval Air Station, Alameda, California Naval Recruiting District, San Diego, California Naval Training Center, San Diego, California Naval Air Station, Cecil Field, Florida Naval Aviation Depot, Pensacola, Florida Navy Nuclear Power Propulsion Training Center, Naval Training Center, Orlando, Florida Naval Training Center, Orlando, Florida Naval Air Station, Agana, Guam Naval Air Station, Barbers Point, Hawaii Naval Air Facility, Detroit, Michigan Naval Shipyard, Norfolk Detachment, Philadelphia, Pennsylvania Naval Sea Systems Command, Arlington, Virginia Office of Naval Research, Arlington, Virginia Space and Naval Warfare Systems Command, Arlington, Virginia Naval Recruiting Command, Washington, D.C. Naval Security Group Command Detachment Potomac, Washington, D.C.
Air Force	Williams AFB, Arizona Lowry AFB, Colorado Homestead AFB, Florida (301st Rescue Squadron) Homestead AFB, Florida (726th Air Control Squadron) MacDill AFB, Florida Griffiss AFB, New York (Airfield Support for 10th Infantry (Light) Division) Griffiss AFB, New York (485th Engineering Installation Group)
Defense Logistics Agency	Defense Contract Management District West, El Segundo, California

Economic Impact Assessments

The economic impact on affected communities has been one of Dod's eight criteria for making base closure and realignment decisions in the current and two previous BRAC rounds. Dod's sensitivity to this issue has increased with each succeeding round, as the cumulative impact of base realignments and closures has increased. This has caused Dod to strengthen its process for assessing potential economic impact. Dod also placed greater emphasis on aggregating the impacts of tentative closure decisions across the services for the 1995 round, as well as assessing the cumulative impact of the current and prior BRAC rounds. Though not a precise predictor of outcome, the methodology employed by OSD is considered a reasonable use of existing tools of economic impact analysis.

Economic Impact Analysis Has Improved Over the BRAC Rounds

The services and defense agencies have been required to assess the economic impact of their recommendations for potential closure or realignment in each of the recent BRAC rounds. Economic impact assessments are intended to define the impact BRAC recommendations could have on the affected community's economy in terms of total potential job change (direct and indirect). The assessments estimate impact in absolute terms and as a percentage of employment in the economic area. An affected economic area is generally defined as a metropolitan statistical area (MSA) or non-MSA county(s), unless there is evidence calling for some other definition.

Once the services and Defense agencies completed their economic impact assessments, they were reported to OSD along with the BRAC recommendations. OSD then considered economic impact from a DOD-wide perspective. The extent to which either OSD or the services and Defense agencies used the results of their analyses has varied in each BRAC round.

1991 Round

In the 1991 BRAC process osd guidance required the services to consider the economic impact of proposed BRAC actions and report their impact calculations, but it did not specify how this assessment was to be used in the process. As a result, the services differed in the methods they employed and the extent to which they examined economic impact. However, economic impact was not a major factor for any of the services in their decision-making processes in the 1991 round.

A separate assessment was done by OSD, using the Office of Economic Adjustment (OEA) to calculate the full impacts of actions proposed by all DOD components. The OEA methodology was derived with assistance from

the Logistics Management Institute (LMI), which was retained for this purpose. The methodology appeared sound, but we noted in our 1991 report that the definition of economic areas in some cases could have overstated the potential impact. For example, if a county was identified as the economic area of a given base and that county was rural, the impact may have been overstated if the base drew employees from several counties. Having completed an assessment of economic impact, OSD did not use it to make any changes to the services' proposed closures. The cumulative impacts of the proposed 1991 actions were not considered significant because of the limited number of BRAC actions up to that time.

1993 Round

In 1993 OSD guidance to DOD components included how economic impact analyses were to be conducted but, again, did not specify how such impact was to be considered in the overall decision-making process. The DOD components were mandated by OSD to use the approach developed by OEA to calculate the direct and indirect employment impacts of a potential closure or realignment. Impacts were to be expressed in terms of job changes as a percentage of area employment. The issue of cumulative impact became more important, because of the increased numbers of recommendations. When OSD considered the estimated impact of all proposed actions in 1993, they established a standard against which to evaluate economic impact. Information from DOD components was compiled into a master spreadsheet that calculated the cumulative effect on an economic area of 1988, 1991, and recommended 1993 actions across all services and DOD agencies. A job loss of 5 percent or greater in an area with 500,000 or more jobs was determined by OSD to constitute the standard for unacceptable economic impact.

OSD subsequently used economic impact to cancel proposed closure actions affecting Sacramento, California, without explicitly addressing the implications for military value. Alternative candidates were not proposed, largely because DOD's consideration of cumulative economic impact came too late in the 1993 process, which made it difficult to assess alternative closure and realignment scenarios.

In our 1993 report we expressed concern about the subjective method OSD used to derive its threshold for determining unacceptable economic impact and the basis for not considering those areas whose impact fell close to that threshold. Further, there was no evidence to support OSD's assumption that economic recovery would be more difficult in a larger metropolitan area than in a smaller one. In reviewing DOD's proposed

closures and realignments, the BRAC Commission also expressed concern about how the economic impact criterion had been applied. Thus, the BRAC Commission recommended to DOD that, in future, they state clearly that cumulative economic impact alone would be insufficient cause for removing a base from consideration without adequate military value justification.

1995 Round

On January 7, 1994, the Deputy Secretary of Defense established the Joint Cross-Service Group on Economic Impact. This group was the vehicle through which the methodology for calculating economic impact was derived. The group was also responsible for the analysis of DOD component recommendations in order to evaluate cumulative impacts. The issue of cumulative economic impact was important once again. The cross-service group was chaired by the Deputy Assistant Secretary of Defense for Installations and included members from the military departments and OEA.

The cross-service group worked to refine the process of estimating economic impact. Its principal function was developing and refining its approach and ensuring that it would be standard across all DOD components. Representation by all services on the cross-service group greatly facilitated this.

As was the case in 1993, dod retained LMI to provide technical assistance in developing a methodology and a computer database for use in calculating impacts by the dod components and the cross-service group. The cross-service group defined the geographic areas they would use in the analysis process—in this case "economic areas." If an installation was part of an MSA, as defined by OMB, then the MSA was the economic area for analysis purposes. The 1993 BRAC Commission recommended that dod clarify and standardize its geographic areas of measurement. In response, dod established a set of rules for assigning installations to economic areas for BRAC 1995. For example, several MSAS were not appropriate for BRAC purposes in that they did not reflect the locations where those affected by BRAC actions live and work. Input from the BRAC offices of the military services on the geographic location of the military and civilian personnel associated with particular bases helped further define economic areas.

The database program developed by the cross-service group and LMI was constructed using the most recent information available from official U.S. government sources, such as the Bureau of Labor Statistics and from the

DOD components. The resulting database was much larger than that used in 1993, providing a more comprehensive set of basic economic data more closely associated with each individual economic area. The military services provided basic information to the cross-service group for input to the economic impact program. This input included such information as installation functions, base personnel numbers, and base identification codes. Each base or installation was linked in the database to background and employment information as well as economic indicators necessary to review economic impact.

The impact of a potential 1995 BRAC action, or actions, on an area is measured in terms of direct and indirect job changes estimated for 1994 through 2001, expressed in absolute terms and as a percentage of the total number of jobs in an economic area. Direct job changes are the estimated net addition or loss of jobs for military personnel, DOD civilian employees, and on-base contractors that work in support of the installation's military missions. Such changes are directly associated with base closures and realignments. Indirect job changes are the estimated net addition or loss of jobs in each affected economic area that could potentially occur as a result of the estimated direct job changes. The cross-service group and LMI developed multipliers as a means of gauging the effect of direct job changes on surrounding communities. For example, in one area, each civilian DOD job may be estimated to create or support 1.5 jobs in that area. The numbers are different for each economic area. Such multipliers essentially represent the expected purchasing level in the local economy of military personnel, military trainees, and civilian DOD employees. When multiplied by the number of people moving out of an economic area due to a proposed closure, the resulting figure represents an estimated decrease in the number of jobs in that area.

For purposes of deriving employment multipliers, DOD installations were placed into two groups: (1) facilities performing specialized functions and (2) all others. Military personnel, military trainees, and civilian DOD personnel were assigned multipliers according to their expected level of purchases in the local community. Multipliers for specialized installations were higher than other installations due to the generally higher-skilled and higher-paying positions associated with them. Specialized installations were further classified as depots, research and development facilities, or ammunition production facilities. Multipliers for the specialized functions were based on the local economic activity patterns of industries that perform similar functions. Multipliers also vary according to the size of the local economy, with larger economic areas having larger multipliers. This

is because, in small areas, a higher proportion of goods are imported into the area. Using a statistical technique, the cross-service group developed their multipliers based on actual Department of Commerce multipliers for 53 communities. The estimated values for the sample multipliers were then adjusted upward so that the resulting multipliers would reduce the likelihood that the process would underestimate the potential employment effects of BRAC.

The cross-service group asked the Bureau of Economic Analysis (BEA), Department of Commerce, to provide an independent review of its BRAC 1995 multiplier methodology. The BEA indicated that the cross-service group methodology was sound and "consistent with good regional economic impact estimation practices." They also recognized that economic impact calculated using the cross-service group multipliers would be overstated.

Assessing economic impact in 1995 involved estimating the impact of each recommendation on an economic area, the impact of all other BRAC 1995 recommendations on the same area, and the impact of previous BRAC actions on that economic area. In this round, the military services were also to include in their estimates of 1995 impacts the impacts of all previous BRAC actions, including those of other DOD components. In keeping with the recommendations of the 1993 BRAC Commission, OSD stressed that the existence of economic impact on an area due to actions in prior BRAC rounds or multiple 1995 recommendations would not, by itself, cause a recommendation to be changed. Priority was to be placed, once again, on military value in making decisions or reexamining recommendations. OSD also stated that it would not establish threshold values.

The impact of realized closures resulting from previous BRAC rounds was based on consideration of historic economic data. These included changes in unemployment rates and per capita personal income for each economic area from 1984 through 1993. Historic economic data were obtained by the cross-service group from the BEA and the Bureau of Labor Statistics and were included in the database. These economic indicators provided an indication of the current economic condition of each given area and recent trends in that condition and were presumed to reflect the effects of previous BRAC actions on local areas. When considered with potential job changes from proposed 1995 actions, they were the principal means by which the cumulative impact of proposed and past BRAC actions was considered. Thus, an area containing bases closed in 1989 and 1992 and a

base recommended for closure in 1995 could be assessed through its 1984 through 1993 unemployment rates, change in employment levels, and change in per capita personal income in order to put any estimated 1994 through 2001 employment impacts into perspective.

Once constructed, the database program was given to the services and DOD agencies for their review. Each of the services and DOD agencies reviewed the program and discussed any necessary changes with the cross-service group. This process produced refinements in the program, which was employed by every component in the BRAC process.

Economic Impact Methodology Has Limitations but Seems Reasonable for BRAC Purposes

As was the case in previous BRAC rounds, there are many types of models and computer-assisted tools in use by the private sector and the government that could be used to estimate the economic impact of base closures to some degree. The methodology used by DOD in BRAC 1995 does have some limitations in that it does not fully account for all impacts. However, these limitations appear to be more than offset by other factors that would overstate impact. One limitation in the program's data for BRAC 1995 was that current data was not available on changes in military employment levels after 1992. The data used represented the most recent official U.S. government information available. Data for 1993 and 1994 was still being compiled and analyzed during the BRAC 1995 DOD deliberative process and was therefore unavailable. DOD was concerned about abandoning its principle of relying on authoritative data by attempting to project changes in employment data for the hundreds of economic areas involved in BRAC 1995.

Additionally, the database does not develop economic multipliers individually for each economic area. Using the BEA's multiplier development technique for the large number of economic areas involved in the BRAC process would have been time-consuming and expensive. As discussed earlier, DOD arrived at its multipliers by adjusting current estimates upward. This essentially increased the multipliers for all economic areas and resulted in overstatement of impacts from BRAC actions.

The DOD database also does not consider factors that might offset local impacts, such as the potential reemployment of separated employees in other local area businesses, or possible civilian reuse of closed facilities. Thus, DOD's database is not the most accurate tool for predicting the economic picture of areas that might experience a closure or realignment.

A more accurate tool would be much more complicated, employing more community-specific information. While such a tool might be more accurate, the DOD methodology's relative simplicity and tendency to overstate the employment impact on local areas seems reasonable for BRAC purposes in terms of ensuring that the most severe potential impact is considered. Also important to DOD's estimation of economic impact is that the use of the database applies a consistent analysis to all proposed actions.

osp's methodology for assessing economic impact was reviewed by an independent panel of six government, academic, and private sector economic experts in May 1994 and was found to be sound. The panel agreed that the use of direct and indirect job change was a reasonable way to characterize the impact of proposed closures or realignments and that DOD's planned use of historic data would adequately capture the impacts of previous BRAC actions. The reviewers noted that the methodology did not account for any of the ameliorating factors local areas would experience, such as land reutilization or reemployment associated with any economic expansion occurring in the area. The reviewers concluded that since job change multipliers were adjusted upward to avoid understating employment impacts, the results of the analyses proposed by DOD would represent a "worst-case" estimate of economic impact. It is important to note that the impact analysis done for BRAC is not a method for precisely predicting the economic events of areas that may experience a closure or realignment. It considered only the effects of current BRAC actions in the context of an areas historical economic condition, rather than taking into consideration any mitigating factors.

In addition to the independent review discussed above, the DOD IG performed an audit of a sample of the computer program's data elements in order to validate the multipliers and historic data in the program. This audit revealed a small number of instances of data inaccuracy, none of which affected subsequent economic impact calculations. It also revealed an initial lack of documentation for the sources of certain important data elements, such as unemployment figures. However, these issues were satisfactorily resolved by the DOD IG, the cross-service group, and LMI.

DOD Components and OSD Conducted Economic Impact Analyses

As the military services began to develop their closure/realignment scenarios, they used the database program to compute the economic impact of their component-unique scenarios. We found little documentation indicating that DOD components eliminated potential closure or realignment candidates from consideration for economic impact reasons. The only exceptions appeared to be in the Navy, where the Secretary of the Navy expressed his intent to minimize other closures in California if he recommended the closure of the Long Beach NSY. This prompted the Navy BSEC to keep several activities open that they were prepared to recommend for closure (see ch. 3). The Navy also decided to keep PWC Guam open, in part due to economic impact considerations. Nevertheless, the BSEC believed sufficient customers will remain on Guam to justify keeping the PWC open.

Once the services and DOD agencies submitted their recommendations to the OSD, the cross-service group on economic impact collected and merged the economic impact data files of each service and agency. The cross-service group then calculated updated values for cumulative economic impact to account for multiple BRAC 1995 actions from different DOD components in the same economic areas. The chairman of the cross-service group sent a memorandum to the services and defense agencies requesting that they review their recommendations for those installations located in areas with multiple BRAC 1995 actions. The services and defense agencies reviewed their recommendations in light of the updated cumulative economic impact values and the other seven criteria. None decided to change its recommendations. In examining the cumulative impact data, OSD also determined that no changes were required in the components' recommended closures and realignments.

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